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ABSTRACT

This document contains the text and summaries of provisions, along with position papers on four pieces of federal legislation affecting nontraditional job opportunities for women: (1) Nontraditional Employment of Women Act; (2) Women in Apprenticeship Occupations and Nontraditional Occupations Act; (3) Intermodal Surface Transportation Efficiency Act; and (4) Women in Homebuilding Provision, Housing and Community Development Act of 1992. The position papers stress implementation of the legislation in ways that will most benefit women by giving them access to nontraditional jobs. (KC)

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NONTRADITIONAL EMPLOYMENT POLICY PACKAGE

Prepared by:

The Nontraditional Employment Training (NET) Project

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S.367

PUBLIC LAW 102-235

One Hundred Second Congress of the United States of America

AT THE FIRST SESSION

Begun and held at the City of Washington on Thursday, the third day of January, one thousand nine hundred and ninety-one

An Act

To amend the Job Training Partnership Act to encourage a broader range of training and job placement for women, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Nontraditional Employment for Women Act".

SEC. 2. FINDINGS AND PURPOSES.

(a) FINDINGS.—The Congress finds that—

(1) over 7,000,000 families in the United States live in poverty, and over half of those families are single parent households headed by women;

(2) women stand to improve their economic security and independence through the training and other services offered under the Job Training Partnership Act;

(3) women participating under the Job Training Partnership Act tend to be enrolled in programs for traditionally female occupations;

(4) many of the Job Training Partnership Act programs that have low female enrollment levels are in fields of work that are nontraditional for women;

(5) employment in traditionally male occupations leads to higher wages, improved job security, and better long-range opportunities than employment in traditionally female-dominated fields;

(6) the long-term economic security of women is served by increasing nontraditional employment opportunities for women; and

(7) older women reentering the work force may have special needs in obtaining training and placement in occupations providing economic security.

(b) STATEMENT OF PURPOSE.—The purposes of this Act are—

(1) to encourage efforts by the Federal, State, and local levels of government aimed at providing a wider range of opportunities for women under the Job Training Partnership Act;

(2) to provide incentives to establish programs that will train, place, and retain women in nontraditional fields; and

(3) to facilitate coordination between the Job Training Partnership Act and the Carl D. Perkins Vocational and Applied Technology Education Act to maximize the effectiveness of resources available for training and placing women in nontraditional employment.

SEC. 3. DEFINITION.

Section 4 of the Job Training Partnership Act (hereinafter referred to as the "Act") is amended by adding at the end thereof the following new paragraph:

"(30) The term 'nontraditional employment' as applied to women refers to occupations or fields of work where women comprise less than 25 percent of the individuals employed in such occupation or field of work.".

SEC. 4. SERVICE DELIVERY AREA JOB TRAINING PLAN.

Section 104(b) of the Act is amended—

(1) by redesignating paragraphs (5), (6), (7), (8), (9), (10), and (11) as paragraphs (6), (7), (8), (9), (10), (11), and (12), respectively;

(2) by inserting after paragraph (4) the following new paragraph:

"(5) goals for—

"(A) the training of women in nontraditional employment; and

"(B) the training-related placement of women in nontraditional employment and apprenticeships;

and a description of efforts to be undertaken to accomplish such goals, including efforts to increase awareness of such training and placement opportunities;"; and

(3) in paragraph (12), as redesignated in paragraph (1) above, by—

(A) striking "and" at the end of subparagraph (B);

(B) striking the period at the end of subparagraph (C) and inserting in lieu thereof a semicolon; and

(C) adding after subparagraph (C) the following new subparagraphs:

"(D) the extent to which the service delivery area has met its goals for the training and training-related placement of women in nontraditional employment and apprenticeships; and

"(E) a statistical breakdown of women trained and placed in nontraditional occupations, including—

"(i) the type of training received, by occupation;

"(ii) whether the participant was placed in a job or apprenticeship, and, if so, the occupation and the wage at placement;

"(iii) the participant's age;

"(iv) the participant's race; and

"(v) information on retention of the participant in nontraditional employment.".

SEC. 5. GOVERNOR'S COORDINATION AND SPECIAL SERVICES PLAN.

(a) IN GENERAL.—Section 121(b) of the Act is amended by—

(1) redesignating paragraphs (3), (4), and (5) as paragraphs (4), (5), and (6), respectively; and

(2) by inserting after paragraph (2) the following new paragraph:

"(3) The plan shall include goals for—

"(A) the training of women in nontraditional employment through funds available under the Job Training Partnership Act, the Carl D. Perkins Vocational and Applied Technology Education Act, and other sources of Federal and State support;

"(B) the training-related placement of women in nontraditional employment and apprenticeships;

"(C) a description of efforts to be undertaken to accomplish such goals, including efforts to increase awareness of such training and placement opportunities; and

"(D) a description of efforts to coordinate activities provided pursuant to the Job Training Partnership Act and the Carl D. Perkins Vocational and Applied Technology Education Act to train and place women in nontraditional employment.".

(b) SPECIAL PROGRAMS.—Section 121(c) of the Act is amended by—

(1) redesignating paragraphs (9) and (10) as paragraphs (10) and (11), respectively; and

(2) inserting after paragraph (8) the following new paragraph:

"(9) providing programs and related services to encourage the recruitment of women for training, placement, and retention in nontraditional employment;".

SEC. 6. STATE JOB TRAINING COORDINATING COUNCIL.

Section 122(b) of the Act is amended by—

(1) redesignating paragraphs (5), (6), (7), and (8) as paragraphs (9), (10), (11), and (12), respectively; and

(2) inserting after paragraph (4) the following new paragraphs:

"(5) review the reports made pursuant to subparagraphs (D) and (E) of section 104(b)(12) and make recommendations for technical assistance and corrective action, based on the results of such reports;

"(6) prepare a summary of the reports made pursuant to subparagraphs (D) and (E) of section 104(b)(12) detailing promising service delivery approaches developed in each service delivery area for the training and placement of women in nontraditional occupations, and disseminate annually such summary to service delivery areas, service providers throughout the State, and the Secretary;

"(7) review the activities of the Governor to train, place, and retain women in nontraditional employment, including activities under section 123, prepare a summary of activities and an analysis of results, and disseminate annually such summary to service delivery areas, service providers throughout the State, and the Secretary;

"(8) consult with the sex equity coordinator established under section 111(b) of the Carl D. Perkins Vocational and Applied Technology Education Act, obtain from the sex equity coordinator a summary of activities and an analysis of results in training women in nontraditional employment under the Carl D. Perkins Vocational and Applied Technology Education Act, and disseminate annually such summary to service delivery areas, service providers throughout the State, and the Secretary;".

SEC. 7. STATE EDUCATION COORDINATION AND GRANTS.

(a) STATE EDUCATION COORDINATION AND GRANTS.—Section 123(a) of the Act is amended by—

(1) striking "and" at the end of paragraph (2);

(2) striking the period at the end of paragraph (3) and inserting in lieu thereof a semicolon and "and"; and

(3) inserting the following new paragraph at the end thereof:

"(4) to provide statewide coordinated approaches, including model programs, to train, place, and retain women in nontraditional employment.".

(b) USE OF FUNDS.—Section 123(c) is amended—

(1) in paragraph (2)(B) by striking "(1) and (3)" and inserting in lieu thereof "(1), (3), and (4)"; and

(2) in paragraph (3) by striking "(1) and (3)" and inserting in lieu thereof "(1), (3), and (4)".

SEC. 8. USE OF FUNDS.

Section 204 of the Act is amended by—

(1) redesignating paragraphs (27) and (28) as paragraphs (28) and (29), respectively; and

(2) inserting after paragraph (26) the following new paragraph:

"(27) outreach, to develop awareness of, and encourage participation in, education, training services, and work experience programs to assist women in obtaining nontraditional employment, and to facilitate the retention of women in nontraditional employment, including services at the site of training or employment,".

SEC. 9. DEMONSTRATION PROGRAMS.

Part D of title IV of the Act is amended by adding at the end thereof the following new section:

"DEMONSTRATION PROGRAMS

"SEC. 457. (a)(1) From funds available under this part for each of the fiscal years 1992, 1993, 1994, and 1995, the Secretary shall use $1,500,000 in each such fiscal year to make grants to States to develop demonstration and exemplary programs to train and place women in nontraditional employment.

"(2) The Secretary may award no more than 6 grants in each fiscal year.

"(b) In awarding grants pursuant to subsection (a), the Secretary shall consider—

"(1) the level of coordination between the Job Training Partnership Act and other resources available for training women in nontraditional employment;

"(2) the extent of private sector involvement in the development and implementation of training programs under the Job Training Partnership Act;

"(3) the extent to which the initiatives proposed by a State supplement or build upon existing efforts in a State to train and place women in nontraditional employment;

"(4) whether the proposed grant amount is sufficient to accomplish measurable goals;

"(5) the extent to which a State is prepared to disseminate information on its demonstration training programs; and

"(6) the extent to which a State is prepared to produce materials that allow for replication of such State's demonstration training programs.

"(c)(1) Each State receiving financial assistance pursuant to this section may use such funds to—

"(A) award grants to service providers in the State to train and otherwise prepare women for nontraditional employment;

"(B) award grants to service delivery areas that plan and demonstrate the ability to train, place, and retain women in nontraditional employment; and

"(C) award grants to service delivery areas on the basis of exceptional performance in training, placing, and retaining women in nontraditional employment.

"(2) Each State receiving financial assistance pursuant to subsection (c)(1)(A) may only award grants to—

"(A) community based organizations,

"(B) educational institutions, or

"(C) other service providers,

that have demonstrated success in occupational skills training.

"(3) Each State receiving financial assistance under this section shall ensure, to the extent possible, that grants are awarded for training, placing, and retaining women in growth occupations with increased wage potential.

"(4) Each State receiving financial assistance pursuant to subsection (c)(1)(B) or (c)(1)(C) may only award grants to service delivery areas that have demonstrated ability or exceptional performance in training, placing, and retaining women in nontraditional employment that is not attributable or related to the activities of any service provider awarded funds under subsection (c)(1)(A).

"(d) In any fiscal year in which a State receives a grant pursuant to this section such State may retain an amount not to exceed 10 percent of such grant to—

"(1) pay administrative costs,

"(2) facilitate the coordination of statewide approaches to training and placing women in nontraditional employment, or

"(3) provide technical assistance to service providers.

"(e) The Secretary shall provide for evaluation of the demonstration programs carried out pursuant to this section, including evaluation of the demonstration programs' effectiveness in—

"(1) preparing women for nontraditional employment, and

"(2) developing and replicating approaches to train and place women in nontraditional employment.".

SEC. 10. REPORT AND RECOMMENDATIONS.

(a) REPORT.—The Secretary of Labor shall report to the Congress within 5 years of the date of enactment of this Act on—

(1) the extent to which States and service delivery areas have succeeded in training, placing, and retaining women in nontraditional employment, together with a description of the efforts made and the results of such efforts; and

(2) the effectiveness of the demonstration programs established by section 457 of the Job Training Partnership Act in developing and replicating approaches to train and place women in nontraditional employment, including a summary of activities performed by grant recipients under the demonstration programs authorized by section 457 of the Job Training Partnership Act.

(b) RECOMMENDATIONS.—The report described in subsection (a) shall include recommendations on the need to continue, expand, or modify the demonstration programs established by section 457 of the Job Training Partnership Act, as well as recommendations for legislative and administrative changes necessary to increase nontraditional employment opportunities for women under the Job Training Partnership Act.

SEC. 11. DISCRIMINATION.

(a) For purposes of this legislation, nothing in this Act shall be construed to mean that Congress is taking a position on the issue of comparable worth.

(b) Nothing in this Act shall be construed to require, sanction or authorize discrimination in violation of title VII of the Civil Rights Act of 1964 or any other Federal law prohibiting discrimination on the basis of race, color, religion, sex, national origin, handicap, or age. No individual shall be excluded from participation in, denied the benefits of, subjected to discrimination under, or denied employment in any program under this Act because of race, color, religion, sex, national origin, age, handicap, political affiliation or belief. Failure to meet the goals in the Act shall not itself constitute a violation of title VII of the Civil Rights Act of 1964 or any other Federal law prohibiting discrimination on the basis of race, color, religion, sex, national origin, handicap, or age.

SEC. 12. EFFECTIVE DATE.

This Act and the amendments made by this Act shall take effect upon the date of enactment of this Act, except that the requirements imposed by sections 4, 5, and 6 of this Act shall apply to the plan or report filed or reviewed for program years beginning on or after July 1, 1992.

Speaker of the House of Representatives.

Vice President of the United States and
President of the Senate.

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U.S. Department of Labor Employment and Training Administration Washington, D.C. 20210	CLASSIFICATION JTPA
	CORRESPONDENCE SYMBOL TDCP
	DATE March 20, 1992

TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 5-91, Change 1

FROM: ROBERTS T. JONES
Assistant Secretary of Labor

SUBJECT: Nontraditional Employment for Women (NEW) Act Amendments to the Job Training Partnership Act (JTPA)

1. Purpose. To provide States with guidance on the Nontraditional Employment for Women Act, which amends JTPA, and information on its provisions. This letter clarifies implementation issues and provides additional information to assist States and service delivery areas (SDAs) in implementing the NEW Act.

2. Background. On December 12, 1991, the President signed the Nontraditional Employment for Women Act, (Public Law 102-235). On January 16, the Employment and Training Administration issued TEGL 5-91 to inform the States of the amendments to JTPA and to summarize the provisions and implementation issues under the NEW Act. Since that time, there have been questions raised about various aspects of the NEW legislation, which are discussed below.

3. Clarification.

Goals

All States and SDAs must have goals to meet the requirements of the NEW Act. These goals are to be included in the two year plans which cover Program Years (PYs) 1992 and 1993.

The Service Delivery Area Job Training Plan goals shall be for "(A) the training of women in nontraditional employment; and (B) the training-related placement of women in nontraditional employment and apprenticeships; and a description of efforts to be undertaken to accomplish such goals, including efforts to increase awareness of such training and placement opportunities."

The Governor's Coordination and Special Services Plan shall include goals for "(A) the training of women in nontraditional employment through funds available under the Job Training Partnership Act, the Carl D. Perkins Vocational and Applied Technology Education Act, and other sources of Federal and State support; (B) the training-related

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placement of women in nontraditional employment and apprenticeships; (C) a description of efforts to be undertaken to accomplish such goals, including efforts to increase awareness of such training and placement opportunities; and (D) a description of efforts to coordinate activities provided pursuant to the Job Training Partnership Act and the Carl D. Perkins Vocational and Applied Technology Education Act to train and place women in nontraditional employment."

Goals should be as quantifiable as possible. The Department has not set specific goals; States and SDAs are to set goals that reflect their local situation. These goals should be consistent with the Act's overall purpose of increasing the number of women in nontraditional occupations.

Reporting

The statute provides that starting with the submission of the annual report of the activities of PY 1992, all SDAs shall report to the Governor "the extent to which the service delivery area has met its goals for training and training-related placement of women in nontraditional employment and apprenticeships;" and "a statistical breakdown of women trained and placed in nontraditional occupations, including (i) the type of training received, by occupation; (ii) whether the participant was placed in a job or apprenticeship, and if so, the occupation and the wage at placement; (iii) the participant's age; (iv) the participant's race; and (v) information on retention of the participant in nontraditional employment."

The statute further requires that the State Job Training Coordinating Council (SJTCC) shall prepare a summary of the nontraditional employment sections of the SDAs' annual reports to the Governor, detailing promising SDA approaches for training and placement of women. The SJTCC shall also review the activities of the Governor to train, place and retain women in nontraditional employment, including activities under §123 of JTPA, and prepare a summary of activities and an analysis of results. Both summaries above shall be disseminated annually to SDAs, service providers throughout the State and the Secretary, along with a summary of activities and an analysis of results in training women in nontraditional employment under the Carl D. Perkins Vocational and Applied Technology Education Act.

The Department will use the information received from the SJTCCs to report to Congress. Therefore, modification of the Job Training Annual Status Report is not planned.

Nontraditional Occupations

The NEW Act defines nontraditional occupations as those "occupations or fields of work where women comprise less than 25 percent of the individuals employed." The Department's Bureau of Labor Statistics data should be the basis of this determination. A copy of the newly released information for those occupational groups for calendar year 1991 is attached. If State or local areas have reliable statistical information on nontraditional occupations in their area which accurately reflects local labor market conditions, those figures may also be used.

Title III

The NEW Act did not amend Title III of JTPA. However, as a general program requirement applicable to Title III, §141(d)(2) provides that "Efforts be made to develop programs which contribute to . . . overcoming sex-stereotyping in occupations traditional for the other sex."

Coordination and Cooperation

The NEW Act stresses coordination with other Federal employment and education programs. Along with coordination with the Carl D. Perkins Vocational and Applied Technology Education Act, Job Opportunities and Basic Skills (JOBS) Training Program, and the Sex Equity Coordinator, States and SDAs should seek the involvement of the U.S. Department of Labor's Bureau of Apprenticeship and Training or the State Apprenticeship Agency/Council Offices. These offices can provide information on apprenticeships. A listing of apprenticeship contacts is attached.

Section 123

The NEW Act adds to §123 the provision of "statewide coordinated approaches, including model programs, to train, place and retain women in nontraditional employment." These approaches are to be conducted within the framework of §123, with regard to areas such as eligibility, cooperative agreements and match.

4. Additional Information. Nontraditional training for women provides incentives and benefits for both the SDA and the participant. Nontraditional occupations may pay higher wages and offer career paths. In addition to providing women with skills allowing them to become economically self-sufficient, the average wage at placement and follow-up may be increased for the SDA. Nontraditional training can also increase the occupational mix available to all clients, increase the quality of available training, and enhance coordination with other education and training programs as well as with labor and apprenticeship programs.

Nontraditional training allows the SDA to be a valuable source of trained individuals for employers and unions in nontraditional occupations working to meet human resource goals.

The Department expects that systemic changes will occur so that training in nontraditional occupations becomes institutionalized at the SDA level. There are many successful models of training in nontraditional occupations within the JTPA system. Attached is further information on model programs and how to contact organizations that can provide assistance to States and SDAs.

5. Action. State JTPA liaisons should immediately: (a) provide relevant clarification to the SJTCC and SDAs on the implementation of the provisions of the NEW Act; (b) provide copies of the attached information to the SJTCC and SDAs, (a sufficient number of copies of the Directory have been included for SDAs); and (c) initiate any other actions which may be undertaken consistent with the State responsibilities under this Act.

6. Inquiries. Any questions may be addressed to Lisa B. Stuart or Jim Aaron who may be reached at (202) 535-0525.

7. Attachments. The following are attached:

(1) Women's Bureau Directory of Non-traditional Training and Employment Programs Serving Women which includes: selected Nontraditional Occupations for Women in 1990; contact points for Bureau of Apprenticeship and Training Regional Offices, State Offices and Apprenticeship Councils; Sex Equity Coordinators; national and local contacts for model nontraditional training programs; and an addendum updating contact points;

(2) Information on Wider Opportunities for Women's Nontraditional Employment Training Project; and

(3) National-level data on Nontraditional Occupations.

Attachments:

Example of a Model Program

In July 1991, Wider Opportunities for Women (WOW) launched the Nontraditional Employment Training (NET) Project. The purpose of NET is to help private industry councils (PICs) increase the number of female JTPA participants enrolled in nontraditional training and placed in nontraditional jobs. The goal of NET is to help PICs make systemic changes in their programs to successfully integrate women into job-specific skills training and OJTs that have traditionally served men, not to set up separate "special" programs for women. Recommendations from some of the successful program elements for serving women in nontraditional occupations include:

Recruitment: Brochures and videos should feature women in nontraditional occupations and their testimonials; recruitment efforts should be targeted towards women's organizations and local entities through which women regularly receive information.

Assessment/Career Explorations: SDAs should give an orientation on available nontraditional occupational training that includes career information, role models and a discussion of the difficulties of being a woman in a nontraditional job. Most women are unfamiliar with nontraditional jobs and the apprenticeship system. Recruit many more women for nontraditional occupational training than will be trained -- nontraditional jobs are not for all women.

Prevocational Training/Physical Conditioning: These components are occupation specific. Two examples of prevocational training are identification and use of tools and blueprint reading. These are basic skills which women often lack but can be quickly learned. "Heavy" occupations should include a physical conditioning component to increase the upper body strength of women.

Survival Skills: Women in nontraditional occupations face sexual harassment, discrimination and isolation; they need to be prepared to encounter this. Survival skills should include sexual harassment training geared toward nontraditional occupations, legal rights on the job and an ongoing nontraditional occupational support group during training and employment. Employers, from the highest levels through the first-line supervisors and co-workers, should also be informed that sexual harassment is against the law and is not acceptable.

Preparing Employers/Unions: SDAs should prepare employers and apprenticeship sponsors to successfully receive women in nontraditional occupations in the workplace.

Wider Opportunities for Women has found that the following systemic changes have helped their sites in meeting their goals for training in nontraditional employment:

(1) revamping contracting procedures to give priority to proposals with nontraditional occupational training components;
(2) creating a special advisory committee to deal with perceived barriers to training and placing women;
(3) providing training and technical assistance to potential service providers on how to write Requests For Proposal for nontraditional training;
(4) providing training and technical assistance to PICs and service provider staff to increase their ability to meet goals and achieve results;
(5) diversifying the occupational training mix to increase the number of nontraditional occupations job specific skills programs and OJTs;
(6) providing monetary incentives from the six percent setaside for incentives and technical assistance funds for service providers who meet or exceed goals;
(7) creating a feeder program to provide career information and assessment and intensive support services to women in nontraditional occupational training;
(8) creating a nontraditional occupations training package of brochures, videos and curriculum for JTPA service providers;
(9) promoting coordination and collaboration with Vocational Education, Bureau of Apprenticeship and Training, State Sex Equity Office and the JOBS program;
(10) creating a partnership with the PICs and local women's organizations which have expertise in training women for nontraditional occupations and can provide technical assistance to the PICs; and
(11) providing technical assistance to employers, unions, and workers to prepare them to successfully receive women in nontraditional occupations.

For further information about the NET model, contact:

Wider Opportunities for Women (WOW)
1325 G Street, NW
Lower Level
Washington, DC 20005
(202) 638-3143
Attention: Donna Milgram, Director
Nontraditional Employment Training (NET) Project.

NONTRADITIONAL OCCUPATIONS FOR WOMEN

TOTAL EMPLOYMENT, WOMEN AS A PERCENT OF TOTAL EMPLOYMENT
MEDIAN WEEKLY WAGES FOR OCCUPATION

OCCUPATIONS	Total # of workers (both sexes) in 000s	Percent of Total: Women	Median Weekly Wage (both sexes)
Administrators, protective	50	14.0%	$683
Construction inspectors	60	6.7%	$615
Engineers, architects and surveyors	1838	8.5%	$835
Geologists and geodesists	55	12.7%	$728
Clergy	249	8.4%	$459
Lawyers and judges	397	23.9%	$1,007
Photographers	53	22.6%	$424
Engineering, related technologists & technicans:	857	16.6%	$523
Electrical & electronic technicians	331	11.8%	$544
Drafting occupations	232	15.9%	$513
Surveying and mapping technicans	58	8.6%	$489
Airplane pilots and navigators	71	4.2%	$932
Sales representatives, commodities, except retail	1315	21.6%	$613
Sales workers, motor vehicles and boats	222	6.3%	$475
Sales workers, hardware and building supplies	164	14.6%	$318
Sales workers, parts	131	7.6%	$316
Protective services	1818	12.8%	$489
Supervisors	178	7.3%	$634
Police and detectives	96	7.3%	$682
Firefighting and fire prevention	214	1.9%	$608
Firefighting	197	1.5%	$616
Police and detectives	867	14.1%	$532
Police and detectives, public service	486	10.9%	$595
Sheriffs, baliffs & other law enforcement officers	115	17.4%	$503
Correctional institution officers	267	18.4%	$480
Guards	599	15.5%	$304
Guards and police, except public service	521	14.6%	$308
Precision production, craft & repair	10642	8.3%	$483
Mechanics and repairers	3747	3.8%	$490
Supervisors	237	10.1%	$590
Mechanics & repairers, except supervisors	3510	3.4%	$484
Vehicle, mobile equipment mech. & repairers	1418	1.0%	$439
Automobile mechanics	819	0.2%	$385
Bus, truck & stationary engine mechanics	281	0.0%	$471
Aircraft engine mechanics	128	4.7%	$801
Small engine repairers	53	1.9%	$379
Automobile body and related repairers	127	0.8%	$402
Heavy equipment mechanics	161	0.6%	$510
Industrial machinery repairers	498	2.6%	$491

NONTRADITIONAL OCCUPATIONS FOR WOMEN

OCCUPATIONS	Total # of workers (both sexes) in 000s	Percent of Total: Women	Median Weekly Wage (both sexes)
Electrical & electronic equipment repairers	636	9.7%	$591
Communications & industrial equipment	141	7.1%	$497
Data processing equipment repairers	131	14.5%	$569
Telephone line installers & repairers	61	6.6%	$629
Telephone installers & repairers	194	13.9%	$645
Heating, AC & refrigeration mechanics	196	*	$471
Miscellaneous mechanics & repairers	738	4.1%	$483
Office machine repairers	63	4.8%	$468
Millwrights	71	4.2%	$551
Construction trades	3365	1.2%	$483
Supervisors	439	1.1%	$600
Construction trades, except supervisors	2925	1.3%	$467
Brickmasons & stonemasons	109	*	$490
Carpet installers	51	*	$324
Carpenters	787	0.9%	$425
Drywall installers	79	1.3%	$480
Electricians	602	1.5%	$538
Electrical power installers & repairers	110	1.8%	$616
Painters, construction & maintenance	279	3.6%	$357
Plumbers, pipefitters, steamfitters, apprentices	350	1.4%	$509
Concrete & terrazzo finishers	56	1.8%	$452
Roofers	121	*	$376
Extractive occupations	140	2.9%	$597
Precision production occupations	3389	20.4%	$469
Supervisors	1201	16.6%	$563
Precision metalworking occupations	829	4.0%	$492
Tool & die makers	137	0.7%	$620
Machinists	464	3.7%	$476
Sheet metal workers	117	4.3%	$476
Precision woodworking occupations	62	12.9%	$311
Butchers & meat cutters	238	19.7%	$323
Precision inspectors, testers, & related workers	120	18.3%	$502
Inspectors, testors & graders	112	17.9%	$511
Plant & system operators	253	5.5%	$550
Water & sewage treatment plan operators	57	5.3%	$434
Stationary engineers	103	2.9%	$562
Metal & plastic working machine operators	438	16.9%	$409
Lathe & turning machine operators	63	7.9%	$488
Grinding, abrading, buffing & polishing machine	129	14.0%	$403
Woodworking machine operators	127	11.0%	$310
Sawing machine operators	87	9.2%	$326
Printing machine operators	271	13.3%	$418
Mixing & blending machine operators	95	8.4%	$385

NONTRADITIONAL OCCUPATIONS FOR WOMEN

OCCUPATIONS	Total # of workers (both sexes) in 000s	Percent of Total: Women	Median Weekly Wage (both sexes)
Separating, filtering, clarifying machine operators	53	11.3%	$498
Painting & paint spraying machine operators	175	12.0%	$387
Furnance, kiln & oven operators, excluding food	97	8.2%	$453
Welders & cutters	499	4.8%	$424
Transportation & material moving occupations	3943	6.1%	$419
Motor vechicle operators	2796	6.9%	$407
Supervisors, motor vehicle operators	68	19.1%	$503
Truckdrivers, heavy	1676	1.9%	$429
Truckdrivers, light	490	7.1%	$319
Drivers – sales workers	171	4.1%	$458
Taxicab drivers & chauffeurs	107	14.0%	$339
Transportation occupations except motor vehicle	166	1.2%	$716
Rail transportation	112	1.8%	$773
Material moving equipment operators	981	4.7%	$422
Operating engineers	208	1.0%	$501
Crane & lower operators	78	1.3%	$518
Excavating & loading machine operators	85	1.2%	$465
Grader, dozer and scaper operators	75	1.3%	$419
Industrial truck & tractor equipment operators	432	7.9%	$379
Handlers equipment cleaners, helpers, & laborers	3383	16.4%	$305
Helpers, construction & extractive occupations	99	1.0%	$275
Helpers, construction trades	91	1.1%	$270
Construction laborers	607	3.3%	$356
Production helpers	59	11.9%	$341
Freight, stock & material handlers	1042	17.0%	$302
Garage & service station related occupations	136	4.4%	$224
Vehicle washers & equipment cleaners	152	13.2%	$247
Laborers, except construction	1022	17.7%	$313
Farming, forestry & fishing	1397	11.4%	$263
Farm operators & managers	66	15.2%	$364
Other agricultural & related occupations	1253	11.6%	$258
Related agricultural occupations	631	9.4%	$276
Supervisors, related agricultural	55	3.6%	$414
Groundskeepers & gardeners, except farm	519	4.2%	$269
Forestry & logging occupations	63	4.8%	$314

Data in this table were extracted from the Bureau of Labor Statistics' Employment and Earnings, January 1992, pp223–227.

Note: Data are restricted for full–time wage & salary workers derived from the Current Population Survey. Occupational codes are categorized by the Standard Occupation Classification.

• figures obtained were not reliable.

Wider Opportunities for Women, Inc.

A nonprofit tax-exempt Women's Employment Organization
1325 G Street N.W., Lower Level, Washington, D.C. 20005-3104 (202) 638-3143

NONTRADITIONAL EMPLOYMENT FOR WOMEN

THE NEW ACT, P.L. 102-235

Roles and Responsibilities for
the Governor, the State Council, SDAs
and State Educational Agencies

The Governor

1. Shall set statewide goals* in the Governor's Coordination and Special Service Plan (GCSSP) for

   - the training of women in nontraditional employment through funds available **under JTPA, the Carl D. Perkins Vocational Education and Applied Technology Act, and other sources of federal and state support**; and
   - the **training-related placement** of women in nontraditional employment and apprenticeship.

2. Shall describe in the GCSSP **efforts to be undertaken to accomplish the goals**, including

   - **a description of efforts to increase awareness** of nontraditional training and placement opportunities; and
   - **a description of efforts to coordinate activities provided by JTPA and Perkins** to train and place women in nontraditional employment.

3. May use part of the **5% administrative funds** under the coordination and special services activities for

   - providing programs and related services **to encourage the recruitment of women** for training, placement and retention in nontraditional employment.

4. May use **8% education coordination and grant funds** to provide assistance through state educational agencies to

   - support statewide coordinated approaches -- including model programs -- to train, place and retain women in nontraditional employment.

5. **May apply for the national demonstration grants** to facilitate statewide coordination, provide technical assistance to service providers, and make grants to service providers -- including community-based organizations and educational institutions -- and service delivery areas.

**"Goals should be as quantifiable as possible." TEGL 5-91, Change 1. The Department has not set specific goals. States and SDAs are to set goals that reflect their local situation. These goals should be consistent with the Act's overall purpose of increasing the number of women in nontraditional occupations.*

The State Job Training Coordinating Council (SJTCC)

1. **Shall review the SDA reports.**

2. **Shall make recommendations for technical assistance and corrective action** based on the results of the reports.

3. **Shall prepare a summary of the nontraditional employment sections of the SDA's annual reports which**

   - describes promising approaches developed in each SDA for the training and placement of women in nontraditional occupations.

4. **Shall disseminate the summary of the SDA report** annually to

   - all SDAs within the state;
   - service providers throughout the state; and
   - the Secretary of the U.S. Department of Labor.

5. **Shall prepare a summary of state activities and an analysis of results.**

6. **Shall review the activities of the Governor** to train, place and retain women in nontraditional employment, including activities conducted with 8% funds.

7. Shall disseminate the state summary annually to

   - all SDAs within the state;
   - service providers throughout the state; and
   - the Secretary of Labor.

8. **Shall consult with the Sex Equity Coordinator** established under the Perkins Act.

9. **Shall obtain a summary of activities and an analysis of results** of nontraditional training activities under the Perkins Act from the Sex Equity Coordinator.

10. **Shall disseminate annually the summary and results of activities** conducted under the Perkins Act to

    - all SDAs within the state;
    - service providers throughout the state; and
    - the Secretary of Labor.

Service Delivery Areas

1. **Shall set goals*** in the job training plan for
   - the training of women in nontraditional employment; and
   - the training-related placement of women in nontraditional employment and apprenticeships.
2. **Shall describe** in the job training plan
   - efforts to be undertaken to accomplish the goals, including
   - efforts to increase awareness of such training and placement opportunities.
3. **Shall annually report** to the Governor
   - **on the extent to which the SDA has met its goals** for the training and training-related placement of women in nontraditional employment and apprenticeships; and
   - **a statistical breakdown** of women trained and placed in nontraditional occupations, including
     - the type of training received, by occupation;
     - whether the participant was placed in a job or apprenticeship; and if so,
     - the occupation and wage at placement;
     - the participant's age;
     - the participant's race; and
     - information on retention of the participant in nontraditional employment.
4. **May add to the service mix**
   - **outreach** to develop awareness of, and encourage participation in education, training services, and work experience programs; and
   - **services to facilitate retention** of women in nontraditional employment, including services at the site of training or employment.
5. May encourage and assist states in applying for national demonstration funds.

**"Goals should be as quantifiable as possible." TEGL 5-91, Change 1. The Department has not set specific goals. States and SDAs are to set goals that reflect their local situation. These goals should be consistent with the Act's overall purpose of increasing the number of women in nontraditional occupations.*

This handout was created by McNeil Associates in consultation for WOW.

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Wider Opportunities for Women, Inc.

A nonprofit tax-exempt Women's Employment Organization
1325 G Street N.W., Lower Level Washington, D.C. 20005-3104 (202) 638-3143

TO: Colleagues in the WOW Network, JTPA Liaisons, Sex Equity Coordinators, and Other Interested Groups

FROM: Donna Milgram, Director, Nontraditional Employment Training (NET) Project

RE: NEW Act Demonstration Grants

DATE: October 16, 1992

Based upon WOW's experiences working to institutionalize nontraditional training opportunities for women in three JTPA service delivery areas over the past 18 months -- and our own 10 years of delivering such training -- we have compiled the attached recommendations for those developing proposals to respond to the Women's Bureau RFP to carry out the Nontraditional Employment for Women (NEW) Act demonstrations. **These recommendations have been developed by WOW and have not been endorsed by the Women's Bureau or the US DOL.** They are simply our advice on how to have the greatest impact on improving JTPA services for low-income women through expanding nontraditional opportunities.

WOW is available as a technical assistance provider to those states where a successful provider does not emerge or where specific services we can provide will help your effort. Our services can include briefings for key state personnel, in-service training for service providers and JTPA staff, or consulting assistance to develop systemic approaches in one or more service delivery areas. Our services are available at varying fee levels and must include travel and expenses. If you have expert program providers with a track record in delivering nontraditional services in your state, however, you will want to partner with them, for similar services. Let us know if we can help.

Our recommendations are organized to match the structure of the Women's Bureau RFP package, with some general principles outlined at the start. We hope they'll help you develop strong and workable proposals. We have also included some supplementary material developed in our project sites to give you specific ideas of strategies that can be used.

Good luck!

Boilerplate Response of Wider Opportunities for Women (WOW) to Women's Bureau Announcement of Competition for Grant Applications for the NEW Act Demonstration

I. General Principles/Tips

1. Given the focus of the Women's Bureau RFP and the legislative history of the NEW Act, the goal of the demonstrations should be to develop the capacity of the JTPA system in your state to set feasible goals for training more women in well-paid nontraditional jobs, to strengthen the capacity of JTPA administrators and staff to recruit, assess, support, career counsel and motivate female trainees, enroll and retain them in quality skills training for nontraditional jobs, place them in jobs with good wages/benefits, and support their retention in these jobs. This goal is in contrast to setting up new or pilot nontraditional training programs for women, in which monies are used to set up a one-year occupational training program without assurances that it will be continued 12 months later. Changing the approach used in JTPA in several SDAs or throughout the state to introduce JTPA-eligible women to training options so that many women are affected -- versus training 20 women for a particular NTO -- would be consistent with this approach.

2. It is critical to target a specific group of nontraditional occupations for which there is demand in your area and for which training is already available or can be purchased through the JTPA system. Being clear about what jobs are to be targeted is a key to succeeding in this effort -- not to focus on all nontraditional opportunities in general. This targeting will allow for bringing in specific employers, unions, and training providers as partners and for strong placement and retention efforts. The research on which occupations should be targeted will naturally bring together the right players, will provide the concrete career information needed by JTPA applicants, and will need to be an early step in developing your proposal.

3. The attached list of program elements and strategies have been proven to strengthen the success of JTPA nontraditional initiatives. They must be combined with access to occupational skills training targeted to specific nontraditional jobs. Orientation and "feeder" programs must be integrated with or attached to occupational skills training. This training need not be for women alone -- perhaps it is being currently provided by a service provider serving all male trainees. Yet the support and retention effort must be continued through the occupational skills training. Service providers who have traditionally served primarily male trainees may need in-service training to participate effectively in the program. It cannot be assumed that they will naturally know how to make their environments, staff, and curriculum work for women.

4. The target of this project is women who are JTPA eligible. The partnerships developed must keep the focus on this population and not become diverted from the delivery of services to this population. While work is needed to improve access to nontraditional training for all women (and girls), the focus of this effort is the JTPA system and its training for women. All program activities should be designed with JTPA-eligible women involved. Keeping this focus as your program design develops will shape your program to overcome the barriers this population of women encounters in gaining training in the JTPA system.

5. Among the technical proposal criteria, "Quality of the Overall Plan" and "Use of Funds" are ranked highest in importance; "Geographic Need" and "Evaluation Approach" are the least weighted criteria. Note that the leveraging of additional funds and in-kind contributions are important factors in proposal success. Also note that there is a 10 percent cap on funds for administration for federal dollars only; there is no cap for administrative funds coming from matching or in-kind contributions. Possible program costs to consider include travel to promote the program, purchase of new equipment, salaries, video production, public relations, tradeswomen consulting costs, and publication costs. Remember to delineate between those items funded with federal demonstration dollars and those funded with matching/in-kind dollars.

6. The involvement of women who have successfully trained for and entered nontraditional jobs is a vital part of a successful NEW Act project. Tradeswomen support groups, past graduates of community-based organization (CBO) NTO training programs, and women identified by employers should play an important role in your project. They should be members of local and state leadership teams; can be hired or contracted with to be role models, mentors, or participants in videos; can volunteer time as an in-kind contribution to the project -- and can be workshop trainers. Their perspectives and experiences should be used to shape the project, motivate and educate potential trainees, and bring a realistic voice about the barriers (and how to overcome them) in the workplace. Proposals should specify the role of women now working in NTO fields in support of the project.

II. Specific Recommendations

1. Linkages and Coordination

WOW recommends that states and SDAs partner and contract with nontraditional training providers with a track record of successfully recruiting and training women for nontraditional jobs. You will want to describe the accomplishments of this partner in your proposal and show how the service provider will help the state institutionalize successful NTO strategies in the JTPA system -- as a technical assistance provider, trainer, operator of a feeder program or in other roles.

For assistance in identification of a nontraditional training program in your state contact:

* Roberta McKay at the U.S. Women's Bureau (202-219-6626) for the Women's Bureau NTO Directory
* Kristin Watkins at WOW (202-638-3143), for WOW's Women's Work Force Network Directory
* National Tradeswomen's Network (215-551-3319)
* State Sex Equity Coordinator

WOW recommends that states without NTO training programs partner with a community-based women's organization with a successful track record of serving low-income women through employment and training, with priority to those programs that have worked with the JTPA system, or contact WOW as a potential technical assistance provider.

States may also want to partner with the Sex Equity Coordinator, Office of Federal Contract Compliance Programs (OFCCP), Employers/Unions in targeted occupational areas, the Department of Transportation, the State Apprenticeship Agency/Council, or any of the other systems listed below on the statewide leadership team.

WOW recommends that demonstrations be either statewide or multi-SDA efforts to truly increase the number of women in nontraditional occupations through the JTPA system. Statewide strategies will assist SDAs across the state in increasing the number of women in NTOs, while SDA-specific strategies could be more intensive demonstrations that will provide leadership on NEW's implementation throughout the state.

A. <u>State-Level Coordination</u>

WOW recommends that states form statewide Nontraditional Leadership Teams, charged with the mission of overcoming the barriers that women and girls face to entering nontraditional training and jobs and being retained in those jobs. The taskforce should include the following types of representatives:

Statewide Nontraditional Leadership Team

Representation from the State Job Training Coordinating Council (SJTCC)
The JTPA Administrative Entity
Job Service
JOBS Administrative Entity
Office of Federal Contract Compliance Programs (OFCCP)
Industry Liaison Group (Get contact information through OFCCP)
Labor Unions
Employers on PIC Boards (In targeted occupational areas)
Department of Transportation (Highway Construction Dollars)
Department of Housing (Women in Homebuilding Provision)
State Occupational Information Coordinating Committee (SOICC)
State Apprenticeship Agency/Council
State Education Agency
Sex Equity Coordinator
State Women's Division/Commission on Women
Director of an NTO Program
Woman in an NTO (in trade or technical occupation)
SDA Director
State JTPA Training Institute (if there is one)
Minority representatives appropriate to the state, for example, representatives from the African-American, Hispanic, Asian or Native American division of the Governor's Office or from key CBOs representing these populations

WOW recommends that states obtain letters of support for the proposal from as many of the above representatives as possible, preferably from the Director or President of the agency/organization, indicating their willingness to participate on this leadership team and their commitment to its mission. Letters of support from the OFCCP, Employers/Unions in targeted occupational areas, the Department of Transportation, the Sex Equity Coordinator, the State Apprenticeship Agency/Council, and nontraditional training programs are especially important as they are specifically referred to in the RFP. It has been WOW's experience that high-level decisionmakers within the organizations or companies must participate on the leadership team for it to be effective. The leadership team should also have a balance of male and female representatives.

States can contract with WOW or other groups expert in NTO training to provide briefing(s) to statewide or SDA-level NTO Leadership Teams or to key officials in key agencies in conjunction with a local women's partner. This service can be built into your proposal.

B. SDA-Level Coordination

WOW recommends that service delivery areas also partner with nontraditional training providers with a track record of successfully recruiting and training women for nontraditional jobs. You will want to describe the accomplishments of the partner in your proposal and show how the service provider will help the SDA institutionalize successful NTO strategies in the JTPA system -- as a technical assistance provider, trainer, operator of a feeder program, or in other roles. (For assistance in identification of a nontraditional training program in your SDA see above information in statewide strategies.)

SDAs may also want to develop partnerships with the Sex Equity Coordinator, the OFCCP, Employers/Unions in targeted occupational areas, the Department of

Transportation, the local Apprenticeship Agency/Council, or any of the other systems listed below on the SDA leadership team.

WOW recommends that SDAs form Local Nontraditional Leadership Teams, charged with the mission of overcoming the barriers that women and girls face to entering nontraditional training and jobs, and being retained in those jobs. The taskforce should include representatives from the following:

SDA-Level Leadership Team

Private Industry Council Members
Job Service
JOBS Administrative Entity
Local or Regional Office of Federal Contract Compliance Programs (OFCCP)
Local Industry Liaison Group (Get contact information through OFCCP)
Labor Unions
Employers on PIC Board and other employers (In targeted occupational areas)
State Department of Transportation (Highway Construction Dollars)
Local Department of Housing (Women in Homebuilding Provision)
Office of Economic Development
Local Apprenticeship Agency/Council
Local Education Agency
Sex Equity Coordinator
Local Women's Division/Commission on Women
Director of Local NTO Program
Director of Local Community-based Women's Organization
Woman in an NTO (in trade or technical occupation)
Representatives of support services agencies
Representatives of agencies that provide skills training that would be nontraditional for women

WOW recommends that states obtain letters of support for the proposal from as many of the above representatives as possible, preferably from the Director or President of the agency/organization, indicating their willingness to participate on this leadership team and their commitment to its mission. Letters of support from the OFCCP, Employers/Unions in targeted occupational areas, the Department of Transportation, the Sex Equity Coordinator, the State Apprenticeship Agency/Council, and nontraditional training programs are especially important as they are specifically referred to in the RFP. It has been WOW's experience that high-level decisionmakers within organizations or companies must participate on the leadership team for it to be effective. The leadership team should also have a balance of male and female representatives.

2. Existing Efforts and/or New Initiatives

A. Statewide Initiatives

WOW recommends that states sponsor statewide or multi-SDA conferences and/or technical assistance workshops on nontraditional training, placement and retention. Conferences should bring together any of the potential partners listed above. There is precedent for coordination with the state Sex Equity Coordinator and the state Displaced Homemakers Network; however, coordination with the OFCCP, Apprenticeship Agency/Council, Employers/Unions, Departments of Transportation and Housing, and JOBS, as well as other key players, is critical. States might consider this an area for leveraging monies to add to their proposal. A technical assistance session could be

funded with state technical assistance dollars, with sex equity funds, or with monies from a corporate or union partner.

WOW also recommends that states conduct statewide trainings for SDAs in conjunction with a local NTO training program. These trainings can include such components as:

Service Provider Training on NEW

- Benefits and Barriers of NTOs
  -- For Women
  -- For Service Providers
- A Role Model Panel, featuring women who have succeeded in entering nontraditional jobs
- An Employer Panel, featuring employers who have women workers in NTO fields
- Strategies for Recruiting Women for NTOs
- Presenting NTO Career Options to JTPA-eligible women
- Assessing Women's Skills for NTOs
- Prevocational Training/Physical Conditioning
- Survival Skills/Retention Strategies
- Linking to Local Tradeswomen, NTO Training Organizations, and Resources
- Job Development and Placement Initiatives
- Working with Employers/Labor Unions to Successfully Integrate Women in NTOs into the Workplace

SDA, PIC, SJTCC, and DOL Administrator Training on NEW

- Assessing Barriers in Your SDA to Training Women for NTOs through JTPA and Developing Strategies and a Workplan to Overcome Those Barriers
- Developing a Nontraditional Training Leadership Team
- Program Elements Necessary for Successful NTO Training, Placement, and Retention
- Institutionalizing NTOs in your SDA
  -- Developing RFPs
  -- Contracting Incentives
  -- Getting Goals Adopted by PIC Boards
  -- Meeting Performance Standards
- Developing Plans
  -- Setting Goals
  -- Plan Language

- Developing Your SDA's Capacity to do NTO
  -- Diversifying the Occupational Training Mix
  -- Linkage and Coordination with Other Systems

The training components described above are based on statewide and SDA trainings that WOW has conducted as part of its Nontraditional Employment Training (NET) Project. They are based upon the lessons WOW has learned in its NET sites during the past year, regarding both program elements for NTO training and institutional strategies, as described in the US DOL guidance letter on the NEW Act. States may want to consider having their local NTO training organization conduct this training, having a local NTO provider partner with WOW in conducting the training, or having WOW conduct the training if there is no NTO training program in the state. WOW also recommends that training organizers provide participants with substantive materials to accompany the workshop outline above, with which they can return to their workplaces.

Possible NTO resources that states could develop as part of their project or existing materials that could be purchased include the following:

- Development of a nontraditional role model video that could be used throughout the state to assist in recruitment across SDAs
- Development of NTO recruitment brochures that could be used statewide, one targeted at clients, another targeted at employers
- Development of a statewide public education campaign on nontraditional careers and training opportunities, similar to literacy campaigns
- Dissemination of information on high demand NTO careers and major employers in those occupations, broken down by SDA
- Funding of the development of a three-hour NTO career information module, which could be presented to every female client, in each SDA in the state
- Dissemination to SDAs of pre-existing resource materials on NTO careers; NTO role model videos, video and print materials on the presentation of NTO career options (for employment counselors), model NTO curriculums, NTO bibliographies (Model NTO curriculums and videos cost in the range of $40 to $70 apiece.)
- Dissemination of model NTO programs and activities to SDAs

Bibliographies and resource materials on NTOs can also be purchased from WOW.

B. SDA Initiatives

One way to achieve the goals of the RFP is for a state to develop "demonstration" SDAs. WOW recommends that states consider one to three SDA demonstration sites in their state, depending upon the size of the state, the SDAs, and the amount of matching grant money for which they have commitments. If proposing a multiple site strategy, there should be a geographic mix between urban and rural, as well as a racial and ethnic mix that reflects the demographic makeup of the state. States may want to choose sites within their SDAs competitively or define them in their proposal. In each SDA where a project is designed, there should be a partnership agreement with an expert NTO service provider -- whether from that community or elsewhere in the state. The proposal

language calls for many specifics that indicate there may be an expectation that these relationships will have already been forged.

WOW recommends that the SDA demonstration sites include the following activities:

- Development of an SDA Nontraditional Leadership Team composed of representatives listed in the SDA Coordination section of this proposal
- Development of quantifiable goals for increasing the number of women trained and placed in NTOs through JTPA that is higher than the number trained before the NEW Act
- Identification of barriers and a workplan to overcome the obstacles in the SDA to the successful training and placement of women in NTOs through the JTPA system in that community
- Development of data systems to measure progress in meeting NTO goals

WOW recommends that some portion of the demonstration dollars be used for technical assistance activities, which could include the following:

- Briefings and presentations on NTOs for key community organizations, government agencies, employers, labor unions, and local elected officials to enlist their support; a presentation to the PIC Board is also recommended
- Training sessions on the elements of NTO training for PIC staff, JTPA service providers (community-based organizations), assessment staff and any other staff working directly with clients (or from other systems where there are coordination agreements); (For training topics see statewide initiatives section; they are the same on the SDA level)
- Training sessions for local employers and labor unions on successfully integrating women in NTOs into apprenticeships and the workplace
- Assistance in labor market research and diversification of the occupational training mix
- Media work to publicize the project
- Consultation to the PIC on JTPA plan language, setting NTO goals, and developing institutional incentives for nontraditional training for service providers
- Resource information on model programs, curriculum, resources, etc.
- Training sessions to assist service/training providers put supportive elements in place and sustain them

WOW recommends that technical assistance activities be carried out by a local nontraditional training provider or community-based women's organization in conjunction with SDA staff. Local tradeswomen should also be involved. WOW is available to assist in any of the above technical assistance activities.

The NEW Act was not designed to create separate, set-aside programs for women, outside the mainline JTPA system. Rather, the intent of the NEW Act is to work within the established JTPA system to encourage NTO training for women as a standard option. Therefore, WOW recommends that states have an institutional approach for training women in NTOs. Listed below are some of the strategies and types of programs that WOW has developed in its NET sites. States may want to use these examples as models for their own programs.

MILWAUKEE

- **Coordination with the PIC's Centralized Intake Centers:** All persons seeking employment and training services in Milwaukee County must visit one of four Career Advancement Centers for intake services. Each woman served in these centers -- estimated at 2,000 in 1992 -- participate in a three-hour NTO workshop, "The NET Option for Women," which focuses on NTO training opportunities available to women through JTPA and the vocational education system. The workshop, taught by Milwaukee Women in the Trades, provides NTO career information and facilitates discussion of the issues that will confront women who seek training and employment in occupations that have traditionally been closed to women.

- **Development of an NTO Feeder Program:** The Milwaukee NET Leadership Team, with the assistance of WOW, developed a feeder program that provides intensive support services to women in job-specific training that is nontraditional. The services include career information, survival skills, mentoring, peer support, physical conditioning, tool identification and use, and orientation of employers and unions to women in NTOs.

  The feeder program, which is four-tiered, provides:

  * A three-hour NTO career information workshop, "The NET Option for Women," to 2,000 women per year in the intake centers

  * A 40-hour orientation to NTO, "Try Net," which includes career exploration and hands-on experience, for 200 women annually

  * An 88-hour success skills workshop, "NET Skills for Success," which assists women in prevocational preparation, including tool identification and use, physical conditioning and coping with sexual harassment

  * Referral of women to job-specific nontraditional training funded through JTPA and the technical college

  * Ongoing support and retention services to the women in NTO training and jobs through "NET Support"

  * Training and technical assistance to employers and unions to prepare them to successfully receive women in male-dominated occupations

  (See attached two-page description of the Milwaukee NET Feeder Program.)

- **Collaboration and Funding:** The feeder program is a collaborative effort of the PIC, the YWCA, Milwaukee Area Technical College, and Milwaukee

Women in the Trades. The funding for the $123,000 feeder program is from Vocational Education Title II (Sex Equity) funds, JTPA Title IIA funds, foundation monies, contributions from the Building Trades Council training fund, and in-kind services.

MONTANA

- **Creation of an NTO Training Package for JTPA Service Providers:** The Missoula, Montana NET Leadership Team has created a package of NTO materials for use by the JTPA pre-employment programs and the Job Service. The NTO package includes two brochures and a locally produced NTO video. The brochures are on recruiting women for NTO training and recruiting employers to hire women for NTOs. Both are funded by the PIC, Department of Labor and Industry, and the Women's Bureau. The locally produced video features women in Montana talking about their nontraditional jobs and was funded through employers and community contributions.

- **Developing Support Services in a Rural Area:** Isolation of women in NTOs is even more challenging to overcome in a rural area because the traditional solution to this problem -- NTO support groups -- is not feasible because of the long distances the women would have to travel. The PIC and the Montana Displaced Homemakers Network have agreed to the designation of one NTO-trained counselor in each of the 14 Displaced Homemaker centers throughout the state to assist in providing support to women in NTO training.

- **Coordination of Systems:** The PIC, Women's Opportunities and Resource Development (WORD) and the Missoula Vocational Technical School collaborated to create a Truck Driver/Survey Aide training program for 20 women from around Montana. The training was held in Missoula in conjunction with the Missoula Vo-Tech with instructors from the Department of Transportation and equipment from local employers. JOBS operators, JTPA service providers and Carl Perkins grantees exhibited a high level of local coordination in every part of the state, making it possible for these 20 women to spend three weeks during April 1992 in Missoula.

WOW recommends that NEW demonstration sites serve as models to other SDAs throughout the state and that demonstration site staff should provide technical assistance to other SDAs in the state wanting to undertake similar efforts, on a fee-for-service basis, following the demonstration.

3. Measurable and Attainable Goals

WOW recommends setting goals related to the following project outcomes:

Number of women receiving NTO career information module
Number of women in different tiers of services
Number of women trained in NTOs, number completing training
Number of women entering registered apprenticeships
Placement of women in NTOs, average wage at placement, occupation at placement, retention at placement (as listed in the RFP)

WOW also recommends setting goals on the following process outcomes:

Number of training sessions for service providers on NTO program elements and for administrators on NTO institutionalization at the state and SDA level
Number of training sessions for employers and unions on integrating women into male-dominated occupations successfully
Preparation of two to three community-based organization leaders and two to four tradeswomen consultants to continue the institutionalization of the project

States and SDAs may also want to set state and SDA goals for training women in NTO jobs.

The US DOL Guidance Letter calls for quantifiable goals in both the state and SDA plans. WOW recommends the following formula for goal setting:

- 100 percent of JTPA-eligible women and girls should receive introductory sessions/orientations on NTO careers (3-4 hour sessions are recommended).

- The number of women currently trained in nontraditional jobs is 9 percent nationally through the JTPA system; states and SDAs should use this figure as a baseline until they are able to collect state/SDA specific data. The SDA goal should be substantially higher than the baseline figure. The state goal should also be substantially higher than the baseline figure and should increase incrementally over the grant period.

- The NTO placement goal should be comparable to the JTPA performance standard for placement of clients with multiple barriers that are hard to serve; however, it should be recognized that in this instance the barriers for placement of women in NTO are external and societal.

Funding

The RFP clearly indicates that there is an expectation that states will match NEW demonstration dollars with other funds. WOW recommends the following sources of additional funding:

JTPA: Incentive and capacity building dollars; 8 percent education coordination monies (NTO training is one of the three priority areas under the new JTPA amendments); and SDA training dollars and supportive services dollars, which will be targeted to serve women in the demonstration sites, can be identified.

Sex Equity: The Carl Perkins Vocational Education Act includes set-aside dollars for activities that include sex equity; coordination may be able to target some of these dollars for NTO efforts.

Department of Transportation: 1/4 of 1 percent of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 dollars can be used for recruitment and training of women and minorities.

Department of Housing: The National Affordable Housing Reauthorization Act (H.R. 5334) includes a Women in Homebuilding provision that authorizes funding for CBOs with NTO experience to assist women residing in low- and moderate-income areas to obtain homebuilding jobs and apprenticeships with businesses, unions, and other organizations involved in the construction or rehabilitation of housing in their communities. Possible CBO activities include creating apprenticeship training programs or helping women to access existing nontraditional training programs, recruiting women to participate in these programs, providing supportive services for women at job sites, and educating businesses on how to reduce the hostility of the work environment for women in nontraditional jobs. Priority for this technical assistance will be

given to organizations that are rehabilitating single- or multi-family housing owned or controlled by the Department of Housing and Urban Development and that have women members in nontraditional occupations. The Women in Homebuilding provision falls under a broader section of the National Affordable Housing Act on housing education and organizational support, which is authorized for $14 million in FY 1993; other eligible activities under this section (Section 233) include education programs to organize eligible home owners and tenants, technical assistance for the creation of community development banks, and operational expenses of community housing organizations.

Employers: Employers, especially those with federal affirmative action goals, may be willing to match demonstration funds or provide in-kind services. Contact the OFCCP to identify these employers.

JOBS: State or county JOBS programs may be willing to provide some funds if their clients will be served in the effort.

Unions: Unions can provide both financial and in-kind contributions to the effort.

Local Foundations

4. Initiatives Continued Beyond the Grant Period

The NEW Act is designed to change the way PICs do business so that NTO training is a matter of course for PICs and is woven into the fabric of the JTPA system. The leadership team referred to above is designed to be ongoing and to continue to provide pressure and leverage for training women in NTOs through JTPA and other systems after the proposed projects have ended.

In addition, the preparation of women's organizations and tradeswomen as consultants will assist in the continuation of the NEW demonstration in your state over time. This model is also designed to enable women's organizations to provide their services on a fee for service basis in the area of nontraditional training to other PICs in the state and to employers and unions on sexual harassment prevention training, so that their activities can become self-supporting.

5. Replication and Dissemination

WOW recommends the following potential strategies for replication and dissemination of NEW demonstration knowledge:

- A short publication summarizing the lessons learned from the demonstration
- A plan and budget for dissemination of the findings within the state and presentations outside of the state as appropriate
- Appearances by local NEW site leaders at statewide and national conferences of employment and training professionals to present their strategies and outcomes
- A plan to provide technical assistance to other SDAs in the state on a fee-for-service basis, as well as to other systems, including employers and unions to continue the effort

Attachments: US DOL Guidance Letter (Description of NET Project)
Milwaukee NTO Feeder Program Chart and Description
Model NTO Curricula to Order

Attachments:

Example of a Model Program

In July 1991, Wider Opportunities for Women (WOW) launched the Nontraditional Employment Training (NET) Project. The purpose of NET is to help private industry councils (PICs) increase the number of female JTPA participants enrolled in nontraditional training and placed in nontraditional jobs. The goal of NET is to help PICs make systemic changes in their programs to successfully integrate women into job-specific skills training and OJTs that have traditionally served men, not to set up separate "special" programs for women. Recommendations from some of the successful program elements for serving women in nontraditional occupations include:

Recruitment: Brochures and videos should feature women in nontraditional occupations and their testimonials; recruitment efforts should be targeted towards women's organizations and local entities through which women regularly receive information.

Assessment/Career Explorations: SDAs should give an orientation on available nontraditional occupational training that includes career information, role models and a discussion of the difficulties of being a woman in a nontraditional job. Most women are unfamiliar with nontraditional jobs and the apprenticeship system. Recruit many more women for nontraditional occupational training than will be trained -- nontraditional jobs are not for all women.

Prevocational Training/Physical Conditioning: These components are occupation specific. Two examples of prevocational training are identification and use of tools and blueprint reading. These are basic skills which women often lack but can be quickly learned. "Heavy" occupations should include a physical conditioning component to increase the upper body strength of women.

Survival Skills: Women in nontraditional occupations face sexual harassment, discrimination and isolation; they need to be prepared to encounter this. Survival skills should include sexual harassment training geared toward nontraditional occupations, legal rights on the job and an ongoing nontraditional occupational support group during training and employment. Employers, from the highest levels through the first-line supervisors and co-workers, should also be informed that sexual harassment is against the law and is not acceptable.

Preparing Employers/Unions: SDAs should prepare employers and apprenticeship sponsors to successfully receive women in nontraditional occupations in the workplace.

Wider Opportunities for Women has found that the following systemic changes have helped their sites in meeting their goals for training in nontraditional employment:

(1) revamping contracting procedures to give priority to proposals with nontraditional occupational training components;
(2) creating a special advisory committee to deal with perceived barriers to training and placing women;
(3) providing training and technical assistance to potential service providers on how to write Requests For Proposal for nontraditional training;
(4) providing training and technical assistance to PICs and service provider staff to increase their ability to meet goals and achieve results;
(5) diversifying the occupational training mix to increase the number of nontraditional occupations job specific skills programs and OJTs;
(6) providing monetary incentives from the six percent setaside for incentives and technical assistance funds for service providers who meet or exceed goals;
(7) creating a feeder program to provide career information and assessment and intensive support services to women in nontraditional occupational training;
(8) creating a nontraditional occupations training package of brochures, videos and curriculum for JTPA service providers;
(9) promoting coordination and collaboration with Vocational Education, Bureau of Apprenticeship and Training, State Sex Equity Office and the JOBS program;
(10) creating a partnership with the PICs and local women's organizations which have expertise in training women for nontraditional occupations and can provide technical assistance to the PICs; and
(11) providing technical assistance to employers, unions, and workers to prepare them to successfully receive women in nontraditional occupations.

For further information about the NET model, contact:

Wider Opportunities for Women (WOW)
1325 G Street, NW
Lower Level
Washington, DC 20005
(202) 638-3143
Attention: Donna Milgram, Director
Nontraditional Employment Training (NET) Project.

Milwaukee NET,
Non-Traditional Employment Training Project
FEEDER PROGRAM

Step 1: **THE NET OPTION FOR WOMEN** - an introductory career information workshop.

The NET Option is a four hour workshop presented to all women seeking JTPA training at the Career Advancement Centers. The session will serve to introduce these women to non-traditional careers and training opportunities offered through this program. Issues the workshop will cover include: myths about "women's work"; an overview of the advantages and disadvantages of non-traditional work; discussion of qualities and abilities that help individuals succeed in non-traditional work; specific information and resources on the current labor market in the targeted occupations as well as information on available apprenticeships, MATC programs and other training options. The NET Option will be presented to approximately 3000 women per year at the intake centers (approximately 80 per week). The NET Coordinator will present this workshop.

Step 2: **TRY NET** - an orientation to non-traditional occupations.

Try NET is a more intensive and interactive exploration of non-traditional training and career opportunities. Women who have attended the NET Option workshop at the CAC and who would like more information, will be sent to this next step. This portion of the program will give potential candidates for training several sessions of career exploration.The women will have the opportunity to familiarize themselves with the targeted occupations through hands on experience with tools and machinery, worksite visits, role models, and excercises to aid in assessing and focusing their career options. Try NET will enable the women to make informed choices of JTPA non-traditional training programs or MATC certificate or diploma programs. This orientation will be presented as a 40 hour program given at the Family and Women's Resource Center at MATC. Each session will include 10-15 women. Through June 1993, 17 sessions will be held, serving approximately 170-250 people.

Step 3: **NET SUCCESS SKILLS** - a program of support , placement and retention services.

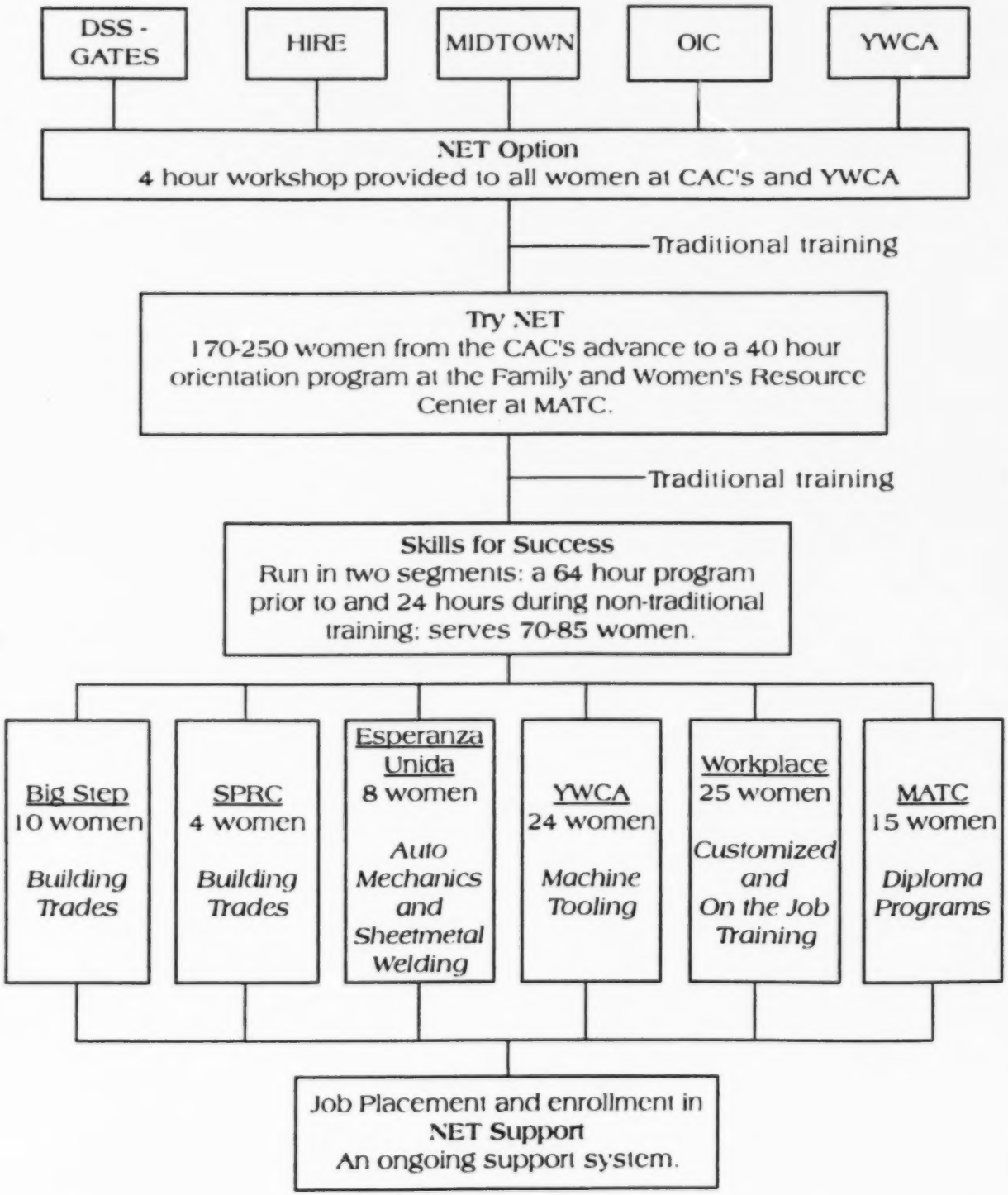
The Success Skills portion of this program will be presented before and during the occupational training in order to help the participants develop the necessary skills for their survival in the workplace. Through Success Skills, the women will learn realistic expectations of non-traditional jobs, improve their self-esteem and develop strategies to meet the technical and personal challenges which non-traditional work offers. This part of the program uses discussions, role playing and mentoring to prepare the women for success. Success Skills will focus on such issues as: the apprenticeship system; sexual harassment; family and friends as support; assertiveness; and more. A part of this step will be a physical conditioning program to prepare the women for the actual demands of the targetted occupations. Success Skills runs for 64 hours before job training begins. Participants will then be required to attend 24 more hours during their training. Approximately 80 women will be in this portion of the program. It will be taught by the NET Staff at a central location.

Step 4: **NET SUPPORT** - an ongoing support system.

After job placement, participants in the NET project will be enrolled in an ongoing group of program alumni, mentors and NET staff. The women in the group will assist and support each other in the daily challenges of the workplace and in pursuing further training, education and personal development.

BEST COPY AVAILABLE

MILWAUKEE NET ACTIVITIES CHART



Wider Opportunities for Women, Inc.

A nonprofit tax-exempt Women's Employment Organization
1325 G Street N.W., Lower Level, Washington, D.C. 20005-3104 (202) 638-3143

MODEL NTO PROGRAM CURRICULA TO ORDER

STEP-UP for Women
Women's Resources: A Curriculum in Empowerment for Tradeswomen

contact: Northern New England Tradeswomen, Inc.
One Prospect Avenue
St. Johnsbury, VT 05819
(802) 748-3308

cost: $65, plus $4 shipping -- available January 1993

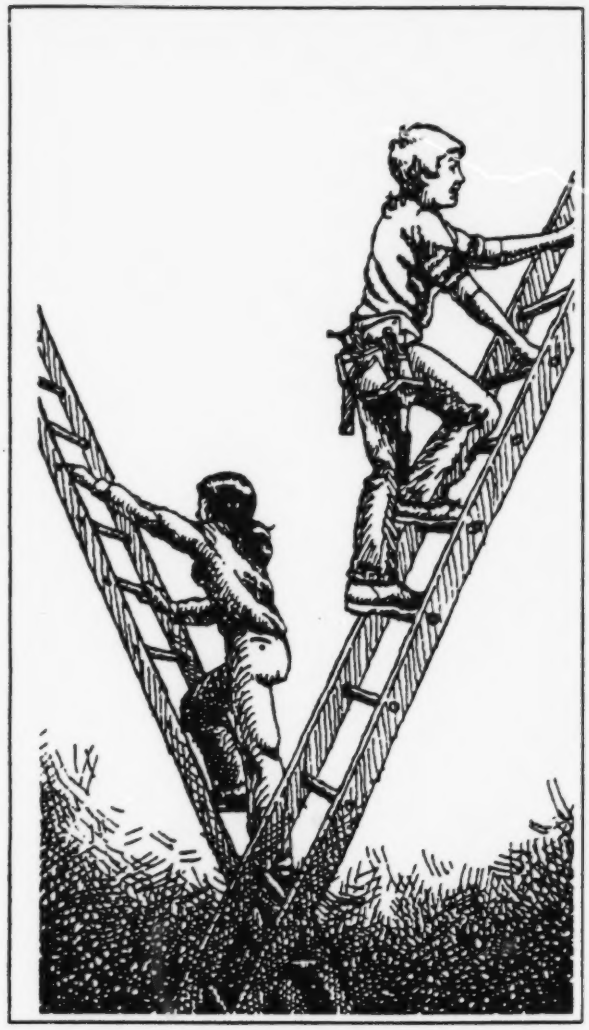
This curriculum is based on a model JTPA nontraditional program.

Orientation to Nontraditional Occupations for Women
ONOW Curriculum

contact: Sex Equity Resource Center
Instructional Materials Lab
1900 Kenny Road
Columbus, OH 43210
(614) 292-4277

cost: $25

This curriculum is based on a model Carl Perkins-funded nontraditional program.



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Published by Northern New England Tradeswomen

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COMPARISON OF FIRST AND SECOND WOMEN'S BUREAU RFPs FOR NEW ACT DEMONSTRATION GRANTS

Highlights: There is much more language in the second RFP about the goal of the demonstration programs as institutionalization of the training and placement of women in NTOs and systemic change in the JTPA system. The role of the state in developing and implementing the program receives more emphasis, as does continuation of the project after the grant award. Participants in the demonstration program do not have to be strictly JTPA eligible. Applicants no longer receive points for the amount of matching and in-kind funding they obtain.

Below is an outline of the second RFP. Only sections that are new or have changes are included. Some of the differences noted between the two RFPs affect the scope and vision of the demonstration program; others are very technical.

Part I General Program Information and Requirements for Application for Funds

A. Purpose

In the first RFP, this section was dominated by a history of the Women's Bureau and its involvement in promoting nontraditional occupations for women. This has been replaced in the second RFP with more explicit language on the intent of the demonstration program: "to make the JTPA system more responsive to women in its broad array of training and job placement nontraditional to women. The Women's Bureau will encourage the institutionalization of such training and job placement in the JTPA system...While there is a wide array of nontraditional training programs for women across the country, such programs have often closed because of unstable funding problems. Thus, the impetus of the demonstration program grants is an attempt to integrate these employment programs and policies into the ongoing JTPA system to ensure that JTPA-eligible women will be adequately served in all JTPA programs, particularly high-skill nontraditional training programs and placements that have the potential of high-paying employment...The Women's Bureau wants to emphasize that the key, critical principle that guided the development and implementation of the first year of competition remains the same: that systemic changes must occur in the JTPA system to encourage the institutionalization of high-skill training and placement of JTPA-eligible women in a broader array of nontraditional occupations within the state or local area job training delivery system for training and placement of women in jobs that also have the potential for high wages."

The second RFP also encourages applicants to seek the assistance of experienced service providers, particularly "women service providers" and to bring together related employment and training support agencies and groups in developing the State plan or grant application. States that were awarded grants last year are eligible to reapply; however, no credit will be given to them for their previous entry.

B. Clarifications and Additional Information

A new section has been added to clarify questions and issues raised during the previous RFP process. The proposals received from the first RFP process revealed that for a number of applications the state's role

in developing the proposal had been minimal or nonexistent. "From the Bureau's perspective, if institutionalization of nontraditional training is to occur within the job training system, the State will have to assume a leadership role to encourage and promote nontraditional training for women." Therefore, a criterion measuring the state's involvement in the development and implementation of the demonstration program has been added to evaluate the proposals. The second RFP also emphasizes that only one application will be accepted per state and that the transmittal letter submitting the state's proposal should certify that the transmitter is indeed the agency designated by the governor to administer JTPA for the state.

Last year, plans for the continuation of activities after the grant expires was rated as part of the criterion measuring the overall quality of the plan, and as a result, continuation was not stressed by the proposals. The new RFP creates a separate criterion in the rating scale for continuation of activities.

The Women's Bureau received many questions about whether participants in the demos had to be JTPA eligible. The second RFP states that participants do not have to be strictly JTPA eligible. "States should have flexibility to serve women who may not meet strict JTPA eligibility criteria but nevertheless can benefit from this type of training, such as the under-employed, older and displaced homemakers, or the working poor."

Some applicants for the first round of grants raised the issue of serving girls as opposed to (or in addition to) serving women. The second RFP states that while the Women's Bureau "does not discourage program designs that include elements to serve young women, the program must clearly emphasize the training of women as the primary recipients."

Finally, the first RFP stated that the maximum proposal request for funding could be $1.5 million. As the Bureau expects to make awards to 6 states, funding requests should range from $200,000 to $300,000.

C. Eligible Applicants

Language has been added to this section emphasizing that the agency designated by the governor to administer JTPA is eligible to apply for the NEW grants on behalf of the state and the governor. Language has also been added to this section regarding institutionalization: "Whether new or supplemental, the planned program activities should be able to expand or enhance the JTPA system to promote women into nontraditional training and job placement.

Other new language related to matching and in-kind funding is also incorporated: "Except as provided by Federal statute, a cost sharing or matching requirement may not be met by costs borne by another Federal grant. However, Federal resources provided within the same statute (i.e., JTPA) which will leverage additional resources for the target population are allowable as a match." This new language seemed confusing since there is no matching requirement for the NEW Act grants. WOW asked Phyllis McMeekin, the RFP contact from Procurement Services, to clarify this new language. Basically, the language is meant to reiterate that NEW Act grants cannot be used instead of other federal monies currently funding an activity (for example, Carl Perkins monies); NEW Act grants can be used to supplement, not supplant, other federal monies funding an activity. (See copy of Procurement Services/Women's Bureau reply attached).

Apparently there was some discussion during the first RFP process over whether or not the 10 percent cap on administrative expenditures applied to the NEW grants. The second RFP clearly specifies that this 10 percent cap does apply to the NEW grants. Proposals that go over this will be considered non-responsive.

D. Funding Levels

As mentioned earlier, funding requests should average $250,000 and range from $200,000 to $300,000 as opposed to the maximum allowable funding request of $1.5 million in the previous RFP.

E. Length of Grant and Grant Awards

The performance period for the NEW grants remains the same (16 months). Applications are due August 12, 1993 and awardees should plan to begin program operation by November 15, 1993. Awards are expected to be made in November.

H. Program Design - Key Features

1. State's Involvement in the Development of the Proposal and Implementation of the Demonstration Program (new feature)

2. Linkages and Coordination (same)

3. Existing Efforts/New Initiatives (new language is underscored: "in cases where the programmatic approach calls for a combination of new and existing programs, a description (is required) of how the new activities and existing programs will complement each other and the JTPA system")

4. Measurable and Attainable Goals (same)

5. Initiatives Continued Beyond the Grant Period (new language is underscored: "it is the Department's intent that activities funded under the NEW Act lead to systemic changes that institutionalize nontraditional training within JTPA and a specified geographic area.")

I. Rating Criteria

1. Technical Criteria

Two new categories have been added to the technical criteria -- the state's role and continuation of the project. The total number of points for technical criteria in the second RFP is 150; in the first RFP the total was 100. The weights of each criteria have also changed:

		Points	
		2nd RFP	1st RFP
a.	Geographic Need (+5)	15	10
b.	State's Role in Development and Implementation (+30)	30	0
c.	Quality of Overall Plan (no change)	30	30
d.	Continuation of Activities (+15)	15	0
e.	Use of Funds (-10)	15	25
f.	Evaluation Approach (+15)	30	15
g.	Replication and Dissemination (-5)	15	20
	TOTALS	150	100

2. Cost Criteria

Matching and in-kind funding are not part of the cost criteria as they were in the first RFP. In the first RFP the cost score was computed as follows: (lowest priced proposal/proposal cost + highest match or in-kind contribution/match or in-kind contribution) x 100. The cost score in the second RFP is computed with the following formula: (lowest priced proposal/proposal cost) x 100. While the description of the cost proposal includes several references to the inclusion of matching and in-kind funds, applicants no longer receive points for the amount of matching and in-kind funding they obtain.

3. Total Score

The formula for calculating the total score remains the same: Total = (technical score x 3) + cost score. The total number of points a proposal can receive under the second RFP is 600; the total under the first RFP was 500.

K. Content of Grant Application

1. Technical Proposal

Because of the added criteria, the maximum length of the technical proposal has been expanded from 40 to 50 pages.

a. Geographic Need (same)
b. State's Involvement in Development and Implementation of Program (new criterion: "a description of the state's efforts and participation in the development of the proposed training and program activities, as well as a description of the role the state will play in the implementation of the demonstration program. The proposal also needs to describe the commitment, at the state level, to the goals and objectives of the NEW Act.")
c. Quality of Overall Plan (continuation of grant activities has been moved out and is its own category)
d. Continuation of Grant Activities (new criterion: "strategies proposed by the state to encourage and promote the continuation of the proposed grant activities after the grant expires (institutionalization of activities)...and the rationale for why these strategies were selected and how the state expects them to succeed")
e. Use of Funds (same)
f. Evaluation Approach (slightly different language with more emphasis on the comprehensive nature of participant data, including process and outcome data, that applicants are to maintain in their programs)
g. Replication and Dissemination (same)

2. Cost (Business) Proposal

The cost proposal is the same for the second RFP, with one technical detail added: Applicants are required to attach the transmittal letter, all letters of support, and public policy certificates to the cost proposal.

Part II Attachments

Attachment A. Special Grant Provisions

II. Payments Under the Grant

The previous RFP allowed two methods of payment, Reimbursement and Advance Payment by Treasury Check for awards less than $150,000 and the Health and Human Services Payment Management System (HHS PMS) for awards greater than $150,000. Since the Women's Bureau plans to grant awards averaging $250,000, only the HHS PMS system is explained in the second RFP.

III. Reporting Requirements

A. Financial Reporting Requirements

A new financial reporting requirement in the second RFP requires the grantee to attach to the Standard Form 269, Financial Status Report (submitted quarterly), a written narrative and brief financial accounting of match/in-kind service expenditures during the quarter.

B. Reporting Program Performance

New language underscored: Under the second RFP, awardees' quarterly technical performance report shall include "the reason for slippage if any goals were not met and corrective action to be taken."

V. Travel

Reimbursement for travel by private vehicle has been reduced from 25 cents/mile to 24 cents/mile.

X. Grantee/Recipient's Project Staff

This is a new category in the second RFP which requires awardees to inform the grant officer of changes in the staff working on the demonstration program and proposed replacements. The government can terminate the grant if the grant officer does not approve the replacements.

The following attachments are new in the second RFP:

Attachment O. List of JTPA Liaisons/Governors
Attachment P. List of NTOs

The following new attachments were developed by several Women's Bureau regional administrators as part of the ETA training program carried out in each of the 10 DOL regions on implementing the JTPA amendments.

Attachment Q. Components of Successful Programs
Attachment R. Women's Bureau Recommendations/Activities to Promote Nontraditional Employment
Attachment S. Listing of Resources/Partners
Attachment T. Listing of Employment Resources

U.S. Department of Labor

Office of the Assistant Secretary
for Administration and Management
Washington, D.C. 20210

JUL 9 1993

Ms. Kristin Watkins
Wider Opportunities for Women, Inc.
1325 G Street, N.W.
Washington, DC 20005-3104

Dear Ms. Watkins:

This is reference to the question you sent to this office by fax on July 6, 1993, regarding the grants under the NEW Act (Non-traditional Employment of Women).

You requested clarification of Section C of the SGA, at page 8, concerning cost sharing or matching funds. In reply, the Women's Bureau has stated the following:

The SGA reference speaks to not using the NEW dollars instead of other dollars that usually went to support the project. However, the NEW dollars may be used to expand a project that other dollars--Perkins, JOBS, etc.,--supported. Then you would be doing what the NEW Act requires, i.e. building linkages and coordination with other projects; you would also be able to have a larger program with more participants and/or expand the services and activities of an existing program. **NEW DOLLARS SHOULD NEVER REPLACE DOLLARS THAT ARE USUALLY SPENT ON THE PROGRAM. Thus, the legislation says that you may SUPPLEMENT not SUPPLANT other programs** which promote non-traditional training and job placement for women in growing occupations with potential for high earnings--high-skill, high-wage occupations.

I hope this is helpful. Please contact me if I may provide additional information concerning these grants.

Sincerely,

Phyllis McMeekin

Public Law 102-530
102d Congress

An Act

To assist business in providing women with opportunities in apprenticeship and nontraditional occupations.

Oct. 27, 1992
[H.R. 3475]

Be it enacted by the Senate and House of Representatives of the United States of American in Congress assembled,

Women in Apprenticeship and Nontraditional Occupations Act.
Labor.
29 USC 2501 note.
29 USC 2501.

SECTION 1. SHORT TITLE.

This Act shall be cited as the "Women in Apprenticeship and Nontraditional Occupations Act".

SEC. 2. FINDINGS; STATEMENT OF PURPOSE.

(a) FINDINGS.—The Congress finds that—

(1) American businesses now and for the remainder of the 20th century will face a dramatically different labor market than the one to which they have become accustomed;

(2) two in every three new entrants to the work force will be women, and to meet labor needs such women must work in all occupational areas including in apprenticeable occupations and nontraditional occupations;

(3) women face significant barriers to their full and effective participation in apprenticeable occupations and nontraditional occupations;

(4) the business community must be prepared to address the barriers that women have to such jobs, in order to successfully integrate them into the work force; and

(5) few resources are available to employers and unions who need assistance in recruiting, training, and retaining women in apprenticeable occupations and other nontraditional occupations.

(b) PURPOSE.—It is the purpose of this Act to provide technical assistance to employers and labor unions to encourage employment of women in apprenticeable occupations and nontraditional occupations. Such assistance will enable business to meet the challenge of Workforce 2000 by preparing employers to successfully recruit, train, and retain women in apprenticeable occupations and nontraditional occupations and will expand the employment and self-sufficiency options of women. This purpose will be achieved by—

(1) promoting the program to employers and labor unions to inform them of the availability of technical assistance which will assist them in preparing the workplace to employ women in apprenticeable occupations and nontraditional occupations;

(2) providing grants to community-based organizations to deliver technical assistance to employers and labor unions to prepare them to recruit, train, and employ women in apprenticeable occupations and nontraditional occupations;

(3) authorizing the Department of Labor to serve as a liaison between employers, labor, and the community-based organizations providing technical assistance, through its national office and its regional administrators; and

69-139 O - 92 (530)

(4) conducting a comprehensive study to examine the barriers to the participation of women in apprenticeable occupations and nontraditional occupations and to develop recommendations for the workplace to eliminate such barriers.

29 USC 2502.

SEC. 3. OUTREACH TO EMPLOYERS AND LABOR UNIONS.

(a) IN GENERAL.—With funds available to the Secretary of Labor to carry out the operations of the Department of Labor in fiscal year 1994 and subsequent fiscal years, the Secretary shall carry out an outreach program to inform employers of technical assistance available under section 4(a) to assist employers to prepare the workplace to employ women in apprenticeable occupations and other nontraditional occupations.

(1) Under such program the Secretary shall provide outreach to employers through, but not limited to, the private industry councils in each service delivery area.

(2) The Secretary shall provide outreach to labor unions through, but not limited to, the building trade councils, joint apprenticeable occupations councils, and individual labor unions.

(b) PRIORITY.—The Secretary shall give priority to providing outreach to employers located in areas that have nontraditional employment and training programs specifically targeted to women.

Grants.
29 USC 2503.

SEC. 4. TECHNICAL ASSISTANCE.

(a) IN GENERAL.—With funds appropriated to carry out this section, the Secretary shall make grants to community-based organizations to provide technical assistance to employers and labor unions selected under subsection (b). Such technical assistance may include—

(1) developing outreach and orientation sessions to recruit women into the employers' apprenticeable occupations and nontraditional occupations;

(2) developing preapprenticeable occupations or nontraditional skills training to prepare women for apprenticeable occupations or nontraditional occupations;

(3) providing ongoing orientations for employers, unions, and workers on creating a successful environment for women in apprenticeable occupations or nontraditional occupations;

(4) setting up support groups and facilitating networks for women in nontraditional occupations on or off the job site to improve their retention;

(5) setting up a local computerized data base referral system to maintain a current list of tradeswomen who are available for work;

(6) serving as a liaison between tradeswomen and employers and tradeswomen and labor unions to address workplace issues related to gender; and

(7) conducting exit interviews with tradeswomen to evaluate their on-the-job experience and to assess the effectiveness of the program.

(b) SELECTION OF EMPLOYER AND LABOR UNIONS.—The Secretary shall select a total of 50 employers or labor unions to receive technical assistance provided with grants made under subsection (a).

SEC. 5. COMPETITIVE GRANTS. 29 USC 2504.

(a) IN GENERAL.—Each community-based organization that desires to receive a grant to provide technical assistance under section 4(a) to employers and labor unions shall submit an application to the Secretary at such time, in such manner, and accompanied by such information as the Secretary may reasonably require.

(b) PRIORITY.—In awarding grants under section 4(a), the Secretary shall give priority to applications from community-based organizations that—

(1) demonstrate experience preparing women to gain employment in apprenticeable occupations or other nontraditional occupations;

(2) demonstrate experience working with the business community to prepare them to place women in apprenticeable occupations or other nontraditional occupations;

(3) have tradeswomen or women in nontraditional occupations as active members of the organization, as either employed staff or board members; and

(4) have experience delivering technical assistance.

SEC. 6. APPLICATIONS. 29 USC 2505.

To be eligible to be selected under section 4(b) to receive technical assistance provided with grants made under section 4(a), an employer or labor union shall submit an application to the Secretary at such time, in such manner and containing or accompanied by such information as the Secretary may reasonably require. At a minimum, the application should include—

(1) a description of the need for technical assistance;

(2) a description of the types of apprenticeable occupations or nontraditional occupations in which the employer or labor union would like to train or employ women;

(3) assurances that there are or will be suitable and appropriate positions available in the apprenticeable occupations program or in the nontraditional occupations being targeted; and

(4) commitments that reasonable efforts shall be made to place qualified women in apprenticeable occupations or nontraditional occupations.

SEC. 7. LIAISON ROLE OF DEPARTMENT OF LABOR. 29 USC 2506.

The Department of Labor shall serve as a liaison among employers, labor unions, and community-based organizations. The liaison role may include—

(1) coordination of employers, labor unions, and community-based organizations with respect to technical assistance provided under section 4(a);

(2) conducting regular assessment meetings with representatives of employers, labor unions, and community-based organizations with respect to such technical assistance; and

(3) seeking the input of employers and labor unions with respect to strategies and recommendations for improving such technical assistance.

SEC. 8. STUDY OF THE BARRIERS TO THE PARTICIPATION OF WOMEN IN APPRENTICEABLE OCCUPATIONS AND NONTRADITIONAL OCCUPATIONS. 29 USC 2507.

(a) STUDY.—With funds available to the Secretary to carry out the operations of the Department of Labor in fiscal years 1994 and 1995, the Secretary shall conduct a study of the participa-

tion of women in apprenticeable occupations and nontraditional occupations. The study shall examine—

(1) the barriers to participation of women in apprenticeable occupations and nontraditional occupations;

(2) strategies for overcoming such barriers;

(3) the retention rates for women in apprenticeable occupations and nontraditional occupations;

(4) strategies for retaining women in apprenticeable occupations and nontraditional occupations;

(5) the effectiveness of the technical assistance provided by the community-based organizations; and

(6) other relevant issues affecting the participation of women in apprenticeable occupations and nontraditional occupations.

(b) REPORT.—Not later than 2 years after the date of the enactment of this Act, the Secretary shall submit to the Congress a report containing a summary of the results of the study described in subsection (a) and such recommendations as the Secretary determines to be appropriate.

29 USC 2508.

SEC. 9. DEFINITIONS.

For purposes of this Act:

(1) The term "community-based organization" means a community-based organization as defined in section 4(5) of the Job Training Partnership Act (29 U.S.C. 1501(5)), that has demonstrated experience administering programs that train women for apprenticeable occupations or other nontraditional occupations.

(2) The term "nontraditional occupation" means jobs in which women make up 25 percent or less of the total number of workers in that occupation.

(3) The term "Secretary" means the Secretary of Labor.

29 USC 2509.

SEC. 10. TECHNICAL ASSISTANCE PROGRAM AUTHORIZATION.

There is authorized to be appropriated $1,000,000 to carry out section 4.

Approved October 27, 1992.

LEGISLATIVE HISTORY—H.R. 3475:

CONGRESSIONAL RECORD, Vol. 138 (1992):
Sept. 29, considered and passed House.
Oct. 7, considered and passed Senate.

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THE WOMEN IN APPRENTICESHIP OCCUPATIONS AND NONTRADITIONAL OCCUPATIONS ACT
P.L. 102-530 (H.R. 3475)

LEGISLATIVE HISTORY: *H.R. 3475 signed into law October 28, 1992. While $1 million is authorized the legislation requires an appropriation.* Introduced in the House on October 2, 1991. Senate version (S. 2804) introduced on June 3, 1992. Hearing on H.R. 3475 before the Subcommittee on Employment Opportunities of the House Committee on Education and Labor held June 25, 1992: "Sexual Harassment of Women in Nontraditional Occupations." H.R. 3475 passed by unanimous consent in subcommittee mark-up on September 24, 1992. H.R. 3475 passed the full House by unanimous consent September 29, 1992. The Senate passed the House version of the bill on October 7, 1992. Language was included in the House Labor Appropriations Subcommittee Report reserving $500,000 of FY 94 pilot and demonstration appropriations for implementing P.L. 102-530 on June 24, 1993. Appropriations action is pending in the Senate.

SUMMARY: *This legislation will provide technical assistance to employers and unions to assist them in successfully receiving women in apprenticeships and nontraditional jobs* and to prevent sexual harassment in the workplace.* P.L. 102-530 will proactively provide business and labor with solutions to the problems that typically arise when women enter male-dominated occupations, minimizing the likelihood of sexual harassment and discrimination and averting the need for legal action. The legislation:

- **Provides $1 million to the Department of Labor to provide technical assistance to employers and unions, which could include the following:**
  - conducting seminars for employers, unions and workers on creating a successful, harassment-free, environment for women in nontraditional occupations;
  - facilitating support groups and networks for women in nontraditional jobs to improve their retention;
  - serving as liaison between women in nontraditional jobs and their employers and labor unions to address workplace issues related to gender, including sexual harassment;
  - developing outreach and orientation sessions to recruit women; and
  - setting up a local, computerized database of women in nontraditional occupations available for work.

- Authorizes the Department of Labor to promote its technical assistance on women in nontraditional occupations through (but not limited to) the **Private Industry Councils, Building Trade Councils and Joint Apprenticeship Councils.**

- **Selects a total of 50 employers or labor unions to receive technical assistance.** Priority will be given to those employers who are located in areas that have nontraditional employment and training programs specifically targeted to women.

- **Builds upon the expertise of community-based organizations** that have demonstrated experience working with the business community, assisting them in preparing the workplace for women in nontraditional occupations and preventing sexual harassment. The Department of Labor would contract with these community-based organizations for provision of the technical assistance and would serve as a liaison between employers and labor and the community-based organizations.

RATIONALE: An increasing number of women are being trained and seeking employment in nontraditional occupations because these jobs pay higher wages that lead to economic self-sufficiency. During the past year and a half the Department of Labor has worked actively to increase the number of women in nontraditional occupations through the implementation of the Nontraditional Employment for Women (NEW) Act (P.L. 102-235), which will train women for nontraditional occupations through the Job Training Partnership Act. As the Departments of Education and Labor build a comprehensive school-to-work transition system, employers will need assistance to ensure that young women are able to make an effective transition from high school to nontraditional employment.

* Carpentry, painting and welding are examples of apprenticeship occupations; electronic technicians, mechanics and maintenance engineers are considered nontraditional jobs, in which 25 percent or less of the workforce is female.

BEST COPY AVAILABLE

Sexual harassment often has its harshest consequences when women are trying to break into previously all male occupations. Women in nontraditional jobs are often the targets of sexual comments, graffiti, and grabbing. Their personal property may be vandalized; they may face physical danger or death. In a 1987 study of 100 tradeswomen in the Delaware Valley, Tradeswomen of Philadelphia found that 91 percent had experienced sexual harassment -- which was as likely to be physical as verbal -- and that it was the number one reason women left these jobs.

Women in nontraditional jobs face as fundamental a barrier as being expected to pick up work assignments in the men's bathroom.

> Dawn Munday, a 32-year-old garbage truck driver for a private company in Howard County, Maryland, was forced to pick up her work assignments in the men's room; subsequently rumors circulated that she had had sex with a male employee in the men's room. Munday filed a complaint with the Howard Office of Human Rights, which ordered a settlement be reached after finding reasonable cause to believe Munday's complaints The company awarded Munday backpay and money for damages, reinstated her in her $38,000-per-year job, conducted sensitivity training for its employees, and turned a trailer into a female locker room.

P.L. 102-530 will help prevent women in nontraditional jobs from enduring the humiliation of sexual harassment and will reduce the likelihood that business and labor will be sued for discrimination.

THE SOLUTION AND A SUCCESSFUL MODEL INITIATIVE: STEIN & COMPANY

Businesses on the cutting edge of Workforce 2000 -- in which women and minorities will account for 86 percent of the workforce's net growth -- have already created successful models for integrating women into male-dominated occupations and work environments. One such award-winning example is the **Female Employment Initiative of Stein & Company, a Chicago real estate developer,** which has made a concerted, aggressive effort to bring women into the construction trades on its job sites. Tradeswomen represent 6 to 10 percent of Stein's workforce, compared to 1 and 2 percent nationwide.

Stein employs as consultants community-based organizations that have experience in the training and placement of women in nontraditional jobs (such as Chicago Women in Trades) to work actively with general construction contractors, subcontractors and unions -- on-site -- to provide them with technical assistance for carrying out the Initiative. This legislation was modeled after the elements of Stein's Female Employment Initiative.

HOW THIS LEGISLATION DIFFERS FROM THE NONTRADITIONAL EMPLOYMENT FOR WOMEN (NEW) ACT

The NEW Act helps put women into the pipeline for nontraditional jobs and apprenticeships by providing training for them. P.L. 102-530 helps employers and labor to successfully receive these women in the workplace and retain them once they have been placed in jobs and apprenticeships.

For more information about P.L. 102-530, contact:

Donna Milgram, Director, Nontraditional Employment Training Project at Wider Opportunities for Women, 1325 G Street, NW, Lower Level, Washington, DC, (202) 638-3143.

August 1993

Wider Opportunities for Women, Inc.

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Testimony by

Donna Milgram
Director of the Nontraditional Employment Training (NET) Project
Wider Opportunities for Women

before the Employment Opportunities Subcommittee
of the House Education and Labor Committee

June 25, 1992

Good morning, Mr. Chairman and members of the Employment Opportunities Subcommittee. I am Donna Milgram, Director of the Nontraditional Employment Training (NET) Project of Wider Opportunities for Women (WOW). WOW is a national women's employment organization, representing more than 450 organizations, in 50 states, which belong to our Women's Work Force Network. WOW, and our network members, have been working to increase the number of women trained in nontraditional jobs for over 20 years.

The women who come through WOW's training programs work because of economic need; they are supporting themselves and their families. They can't afford to earn a women's wage, which is still only 67 cents on the dollar. One of the main reasons that women work in nontraditional jobs is because they earn 20 to 30 percent more than women in traditionally female occupations. Jobs in the skilled trades or technical jobs provide welfare recipients and low income women with a true path to economic self-sufficiency. That's why nontraditional training organizations like Tradeswomen of Philadelphia -- which places women in construction and construction-related occupations at an average wage at placement of over $12.00 an hour -- have a continual waiting list.

As the Director of WOW's Nontraditional Employment Training Project, or the NET Project, I provide consultation to Private Industry Councils (PICs) around the country about the program elements necessary to train and place women in male-dominated occupations. The most important component of effective nontraditional training -- I am sorry to say -- is what we call "survival skills." Survival skills prepare women for the hostile work environment they are likely to experience on the job. Unfortunately, sexual harassment often has its harshest consequences where women are trying to break into previously all male occupations.

In survival skills courses, women training for nontraditional jobs are taught what to expect on the job site by experienced women in trade and technical occupations. Therefore, nontraditional trainees know before they walk onto a job that they'll be the target of sexual comments, sexual graffiti, and sexual grabbing, and that they'll be subjected to pornography.

Women entering nontraditional jobs expect isolation; they will probably be the only woman on a job site, and their male co-workers may refuse to talk to them. Their personal property may be vandalized; their work clothing or car tires may be slashed. They may face physical danger and death; co-workers and supervisors may intentionally injure them, as we heard Nancy Pease testify today. An electrician who worked at WOW as an instructor was electrocuted and knocked unconscious, when she improperly handled a "hot" wire that a co-worker told her was dead.

Women in nontraditional training are warned by their mentors that they may be assigned to tasks below their skill levels. If they do not resist these assignments, the result will be inadequate training for their work. For example, one female apprentice carpenter did nothing but caulk windows for months.

Women in nontraditional training are taught how to best get along in a hostile work environment by women who have managed to do so, and they are also taught their legal rights regarding sexual harassment and discrimination.

The message women must ignore in order to survive in nontraditional jobs is that they don't belong in them and that they are unwelcome.

It is not difficult to understand why women in blue-collar or technical jobs sometimes feel as if they have entered a combat zone. The number one reason that women leave nontraditional jobs, according to a study done by Tradeswomen of Philadelphia, is sexual harassment, which 91 percent of the tradeswomen surveyed had experienced. In the early 1980s, WOW conducted a similar study of tradeswomen in four major cities around the country (Washington, D.C.; Raleigh, North Carolina; Albuquerque, New Mexico; and Louisville, Kentucky). The result was that 98 percent of the tradeswomen surveyed had experienced sexual harassment.

There is a high drop-out rate of women in trade and technical occupations. While there has not yet been a study showing a causal link between a hostile work environment and their departure from their jobs, the anecdotal evidence is more than convincing. WOW and organizations like ours can put more women into the nontraditional training pipeline, but if we don't integrate women successfully into the male-dominated workplace, they will continue to have a high attrition rate.

I would like to thank this committee for its support in the passage of the Nontraditional Employment for Women (NEW) Act, which was signed into law in December of last year and requires JTPA service delivery areas (SDAs) to train women in nontraditional jobs. However, I urge you to also pass H.R. 3475, which is the other half of the NEW Act. It assists employers and labor unions in integrating women into a male-

dominated workforce. If we want the women who will be trained for nontraditional jobs through JTPA to face a friendlier work environment than Dawn Munday and Nancy Pease have, this committee must help to ensure that the workplace will be prepared to successfully receive them.

There are successful models for integrating women into male dominated occupations, and H.R. 3475 is based on one such award-winning example -- the Female Employment Initiative of Stein & Company. Stein is a Chicago real estate developer, which has made a concerted, aggressive effort to bring women into the construction trades on its job sites, and is one of the few federal contractors to have met its 6.9 percent affirmative action goals. Stein employs as a consultant a community-based organization -- Chicago Women in Trades -- to work actively with general construction contractors, subcontractors and unions to provide them with technical assistance for carrying out the initiative. H.R. 3475 was modeled after the elements of Stein's Female Employment Initiative.

The technical assistance provided to employers and unions in H.R. 3475 would be provided through community-based organizations such as Chicago Women in Trades and would include:

- conducting seminars for employers, unions and workers on creating a successful, harassment-free environment for women in nontraditional occupations;
- facilitating support groups and networks for women in nontraditional jobs to improve their retention;
- serving as liaison between women in nontraditional jobs and their employers and labor unions to address workplace issues related to gender;
- developing outreach and orientation sessions to recruit women;
- setting up a local, computerized data base of women in nontraditional occupations available for work; and
- conducting exit interviews with women in nontraditional occupations to evaluate their on-the-job experience and to assess the effectiveness of the technical assistance.

Members of the committee, I urge you to support H.R. 3475, which WOW sees as a sexual harassment prevention bill, so that women in nontraditional training through JTPA and those currently on the job will not face the type of hostile environment that you have heard about today. It has been WOW's experience that employers and labor unions are willing to make the changes necessary to integrate women into the work force, but that they need help to do so.

For example, in Milwaukee, where WOW is consulting with the Private Industry Council on nontraditional training, the President of the Building Trades Council said to us in an initial meeting, "The Apprenticeship Directors know how to do the training, but since they are all men they don't know how to work with the women. We haven't done as well as we should in this area, and we need your help." I am happy to report that WOW and the National Tradeswomen's Network made a presentation last month to a joint meeting of the Building Trades Council Apprenticeship Directors and employers and received strong support from both groups.

WOW, and organizations like ours, would like to spend less time on preparing women in nontraditional training with survival skills and more time preparing the workplace to receive these women successfully. This bill is only $1 million, but that small amount of money will go far in making the workplace more friendly for women in nontraditional occupations. WOW pledges to work with you and other Members of the House and Senate to make H.R. 3475 a reality.

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INTERMODAL SURFACE TRANSPORTATION EFFICIENCY ACT (ISTEA) OF 1991

Women and Minority Supportive Services Provisions

Money Available

Beginning Fiscal Year 1994, under the ISTEA, states will have the *option* to use 1/2 of 1 percent of their surface transportation and bridge replacement and rehabilitation monies on training and supportive services to assist women and minorities to obtain jobs in highway construction. This represents approximately $32.3 million nationwide. (The Federal Highway Administration has indicated to WOW that there is not a $10 million cap on these monies.) From 1990-1993, states had the option of using 1/4 of 1 percent of their federal transportation dollars for supportive services. A list of estimated amounts available in each state for FY 1994 follows this factsheet. As with all surface transportation and bridge expenditures, projects using these funds are paid for by a 80 percent federal/20 percent state share cost allocation. If these monies are not used for training and supportive services for women and minorities, states can allocate them to other highway and bridge projects. During the Fiscal Years 1990-92, only 12 states had used monies available to them for training and supportive services for women and minorities. Data is not yet available for Fiscal Year 1993.

Eligible Activities

The law does not indicate specifically what activities can be funded with 1/2 of 1 percent ISTEA monies. State Highway Administrations have used ISTEA monies for a variety of training and supportive services activities for women and minorities, for example:

- In Maine, Women Unlimited has a contract for ISTEA supportive services monies to provide highway construction skills training, personal and career development, math and reading skills, physical conditioning, and supportive services for women interested in highway construction jobs. Women Unlimited has been selected to receive FY 94 ISTEA funding to be a job clearinghouse and placement service for highway construction contractors who want to hire women.
- In Vermont, ISTEA monies are used to support the Women and Minorities in Highway Construction Project (WMHC) operated by Northern New England Tradeswomen. WMHC provides outreach and recruitment, orientations to highway construction, job referral, and presentations to contractors.
- In Pennsylvania, the Keystone Economic Development Corporation has a contract for ISTEA supportive services monies to help contractors recruit women and minorities interested in highway construction jobs, provide orientations to highway construction sites, refer interested women and minorities to jobs in the highway construction industry, and counsel women and minority trainees experiencing difficulties on the job.
- In New York, ISTEA monies are used to support women and minorities through the Joint Urban Manpower Program (JUMP) operated by the Vocational Foundation Institute, which provides recruitment, screening, classroom training in highway construction skills, and placement services.

New York also uses a portion of its ISTEA monies to support the efforts of its field compliance specialists to recruit women and minorities for highway construction jobs.

- In Louisiana, the Department of Transportation has an ISTEA supportive services contract with T.D. Auzenne and Associates to provide recruitment, registration of women and minorities in the department's on-the-job training (OJT) program, follow-up and job referral services.
- In FY 92, the states of Montana and South Dakota also used a portion of their federal transportation dollars for training and supportive services for women and minorities.

Contracting Process

Remember, states do not have to use 1/2 of 1 percent of their transportation dollars for supportive services. Those states that choose to use the money in this way have wide latitude as to how they are going to allocate it. The only limitation to the process is through Federal Highway Administration (FHA) regulations requiring the "competitive nature of the procurement." This is not necessarily a public Request for Proposal (RFP) process; it can simply be a request by the state to contractors to submit a proposal. WOW has received information from five states (Maine, Vermont, Pennsylvania, New York, and Louisiana) that they have used a public RFP process to award the money. WOW does not know the process in the other seven states who have used this money from 1990-1992.

In the past, states have obligated much of their overall federal transportation apportionment within one year, although they have four years to obligate their surface transportation and bridge monies. States begin planning for the use of these funds several months prior to October. The timeline for the planning and allocation of these funds varies from state to state, but the fiscal year starts in October for all states and no monies for that fiscal year can be obligated until this time. However, states may have a plan in place for allocation prior to October 1.

Once the State Highway Administration or Department of Transportation decides to draw down part of its surface transportation and bridge monies for training and supportive services, the Department Commissioner or State Highway Administrator (the name of this position varies from state to state) writes a letter to the Federal Highway Division Administrator (located in the same state), outlining how much funding the state would like to draw down and how the state plans to use these funds. The letter does not have to include a formal workplan.

There are no current guidelines for evaluating proposed projects using the 1/2 of 1 percent funding. Prior to 1990, separate federal funding was available to states for projects to increase the number of women and minorities in approved on-the-job training programs in highway construction. Federal Highway Division Administrators *may still use* the regulations developed for evaluating these OJT projects as guidelines for evaluating proposed training and supportive services projects under ISTEA. These regulations (23 CFR 230.113) directed states to give preference to the following types of services, in the order listed, when deciding the types of services to be provided for OJT projects:

1) Services related to recruiting, counseling, transportation, physical examinations, and remedial training, with special emphasis upon increasing training opportunities for members of minority groups and women;
2) Services in connection with the administration of OJT programs sponsored by individual or groups of contractors and/or minority groups and women's groups;
3) Services designed to develop the capabilities of prospective trainees for undertaking OJT;
4) Services in connection with providing continuation of training during periods of seasonal shutdown; and
5) Follow-up services to ascertain outcome of training being provided.

New regulations are anticipated by the end of the year. Once the division approves the proposed use of the 1/2 of 1 percent funding, the Federal Highway Division Administrator will send a Form 1240, Letter of Authorization, to the State Department of Transportation Commissioner or Highway Administrator authorizing the state to draw

down this funding and enter into any necessary contracts. In some regions, approval from the Federal Highway Regional Administrator may also be necessary.

Separate federal funding is still available under ISTEA for supportive services to increase the number of disadvantaged business enterprises (DBEs) in highway construction and to improve their capacity to compete for highway construction contracts. Disadvantaged business enterprises include both women and minority owned businesses with gross receipts under $15,370,000 over the last three years. Available funding is capped at $10 million nationally and is available through a separate pot of administrative funds at the federal level. The Federal Highway Administration allocates this funding to the FHA regions and then State Highway Administrations apply to the regions for funding. Because states are not required to match funds used for DBE supportive services, in general, all states request and are awarded funding for this purpose. States have a built-in incentive for requesting DBE supportive services dollars because they are required to enter into contracts with DBEs for 10 percent of their ISTEA dollars in several areas.

Monitoring

To determine if your state is using ISTEA dollars on training and supportive services for women in nontraditional occupations (NTOs) or for other purposes, contact your State Highway Administration's Civil Rights Director. While the U.S. Department of Transportation's Federal Highway Administration Civil Rights Office does have documentation of the use of these monies, their data is only through September 1992. Thus, contacts on the state level will be important; WOW has found state civil rights directors willing to share information. Make sure the directors are clear you are asking about the 1/2 of 1 percent monies and not the DBE supportive services monies; they sometimes refer to them interchangeably, although they are quite different.

In 1980, a *Federal Register* notice on Executive Order 11246 established a goal of 6.9 percent skilled tradeswomen in *every* trade category (i.e., not just flaggers) for federal contractors receiving over $10,000 in contracts. No state has ever met this goal; some states have met the goal in individual trade categories, but not across the board in all trade categories.

To determine how your state is doing, contact your State Highway Administration's Civil Rights Director to obtain Form PR-1392, Summary of Employment Data For All Federal-Aid Projects, which breaks down the state's highway contractor workforce by sex, race, and job category.

Advocacy Strategies

Northeast Women in Transportation (NEWIT) has led the way in advocating that ISTEA supportive services dollars be drawn down for training women in nontraditional jobs. In January 1993, they held a national conference on accessing ISTEA dollars. Tradeswomen have provided the leadership on ISTEA nationally and these recommendations are based on information they have shared with WOW on their strategies.

As of 1992, only 12 states had drawn down ISTEA supportive services monies. There is no one formula for accessing this funding, but what follows are some strategies that have been effective:

1) Develop a good relationship with your State Highway Administration's Civil Rights Director so that you can obtain data on whether your state is drawing down these dollars and if it is meeting the 6.9 percent goal. This data will potentially serve as leverage for your advocacy efforts.
2) Develop good relationships with key players involved with federal and state highway transportation dollars who will advocate that these supportive services funds be drawn down and matched with state monies. Some examples of players you will want to build relationships with include your state's apprenticeship system, the technical college system, unions and employers, state legislators on transportation committees, minority groups, and women's and tradeswomen's organizations

with similar missions. Engage the highest level members of these organizations as possible. Wisconsin has formed a consortium of these key players to decide how ISTEA supportive services monies should be used in their state.

3) Keep in mind that states will have to provide a 20 percent share of supportive services dollars drawn down from the federal government (i.e., $100 in supportive services monies translates into $80 of federal ISTEA funds and $20 of state funding). Thus, you must make the case why training women and minorities for NTO highway jobs will be important to *your* state and how it will be in your state's interest to invest its own dollars in the provision of supportive services in this area.

Special thanks to Northeast Women in Transportation for their help in the development of this factsheet.

September 1993

ESTIMATES OF ISTEA FUNDING AVAILABLE FOR TRAINING AND SUPPORTIVE SERVICES FOR WOMEN AND MINORITIES

Based on Anticipated Apportionments for FY 1994

Alaska	$ 615,845	Nebraska	$ 377,333
Alabama	$ 616,723	Nevada	$ 230,378
Arizona	$ 316,034	New Hampshire	$ 210,243
Arkansas	$ 375,836	New Jersey	$1,036,811
California	$2,573,558	New Mexico	$ 268,060
Colorado	$ 466,377	New York	$1,981,669
Connecticut	$ 763,428	North Carolina	$ 875,338
Delaware	$ 164,367	North Dakota	$ 237,419
DC	$ 173,542	Ohio	$1,129,522
Florida	$1,293,079	Oklahoma	$ 509,493
Georgia	$ 834,106	Oregon	$ 352,058
Hawaii	$ 421,407	Pennsylvania	$1,517,160
Idaho	$ 232,384	Rhode Island	$ 191,278
Illinois	$1,296,553	South Carolina	$ 441,889
Iowa	$ 525,891	South Dakota	$ 252,424
Kansas	$ 456,809	Tennessee	$ 666,334
Kentucky	$ 519,288	Texas	$2,074,710
Louisiana	$ 510,215	Utah	$ 203,966
Maine	$ 218,667	Vermont	$ 182,718
Maryland	$ 490,238	Virginia	$ 617,083
Massachusetts	$ 635,168	Washington	$ 508,143
Michigan	$ 833,744	West Virginia	$ 205,432
Minnesota	$ 532,799	Wisconsin	$ 583,343
Mississippi	$ 406,418	Wyoming	$ 208,987
Missouri	$ 744,990	Puerto Rico	$ 228,593
Montana	$ 287,714		

September 1993

(3) by adding at the end the following:

"(f) DEFINITION OF COMMUNITY LAND TRUST.—For purposes of this section, the term 'community land trust' means a community housing development organization (except that the requirements under subparagraphs (C) and (D) of section 104(6) shall not apply for purposes of this subsection)—

"(1) that is not sponsored by a for-profit organization;

"(2) that is established to carry out the activities under paragraph (3);

"(3) that—

"(A) acquires parcels of land, held in perpetuity, primarily for conveyance under long-term ground leases;

"(B) transfers ownership of any structural improvements located on such leased parcels to the lessees; and

"(C) retains a preemptive option to purchase any such structural improvement at a price determined by formula that is designed to ensure that the improvement remains affordable to low- and moderate-income families in perpetuity;

"(4) whose corporate membership that is open to any adult resident of a particular geographic area specified in the bylaws of the organization; and

"(5) whose board of directors—

"(A) includes a majority of members who are elected by the corporate membership; and

"(B) is composed of equal numbers of (i) lessees pursuant to paragraph (3)(B), (ii) corporate members who are not lessees, and (iii) any other category of persons described in the bylaws of the organization.".

(b) WOMEN IN HOMEBUILDING.—Section 233 of the Cranston-Gonzalez National Affordable Housing Act (42 U.S.C. 12773), as amended by subsection (a) of this section, is further amended—

(1) in subsection (a)—

(A) in paragraph (1), by striking "and" at the end;

(B) in paragraph (2), by striking the period at the end and inserting "; and"; and

(C) by adding at the end the following:

"(3) to achieve the purposes under paragraphs (1) and (2) by helping women who reside in low- and moderate-income neighborhoods rehabilitate and construct housing in the neighborhoods.".

(2) in subsection (b), by adding after paragraph (6) (as added by subsection (a)(2) of this section) the following:

"(7) FACILITATING WOMEN IN HOMEBUILDING PROFESSIONS.—Technical assistance may be made available to businesses, unions, and organizations involved in construction and rehabilitation of housing in low- and moderate-income areas to assist women residing in the area to obtain jobs involving such activities, which may include facilitating access by such women to, and providing, apprenticeship and other training programs regarding nontraditional skills, recruiting women to participate in such programs, providing continuing support for women at job sites, counseling and educating businesses regarding suitable work environments for women, providing information to such women regarding opportunities for establishing small housing construction and rehabilitation businesses, and providing materials and tools for training such women (in an

amount not exceeding 10 percent of any assistance provided under this paragraph). The Secretary shall give priority under this paragraph to providing technical assistance for organizations rehabilitating single family or multifamily housing owned or controlled by the Secretary pursuant to title II of the National Housing Act and which have women members in occupations in which women constitute 25 percent or less of the total number of workers in the occupation (in this section referred to as 'nontraditional occupations').";

(3) in subsection (c)(1)—

(A) in subparagraph (C), by striking "and" at the end;

(B) in subparagraph (D), by striking "or" at the end and inserting "and"; and

(C) by adding at the end the following:

"(E) in the case of activities under subsection (b)(7), is a community-based organization (as such term is defined in section 4 of the Job Training Partnership Act) or public housing agency, which has demonstrated experience in preparing women for apprenticeship training in construction or administering programs for training women for construction or other nontraditional occupations (and such organizations may use assistance for activities under such subsection to employ women in housing construction and rehabilitation activities to the extent that the organization has the capacity to conduct such activities); or"; and

(4) by adding at the end of subsection (e) the following: "The Secretary shall provide assistance under this section, to the extent applications are submitted and approved, to contractors in each of the geographic regions having a regional office of the Department of Housing and Urban Development.".

SEC. 214. LAND BANK REDEVELOPMENT.

(a) PRIORITIES FOR CAPACITY DEVELOPMENT.—Section 242 of the Cranston-Gonzalez National Affordable Housing Act (42 U.S.C. 12782) is amended—

(1) in paragraph (4), by striking "and" at the end;

(2) in paragraph (5), by striking the period at the end and inserting "; and"; and

(3) by adding at the end the following:

"(6) facilitate the establishment and efficient operation of land bank programs, under which title to vacant and abandoned parcels of real estate located in or causing blighted neighborhoods is cleared for use consistent with the purposes of this title.".

SEC. 215. RESEARCH IN PROVIDING AFFORDABLE HOUSING THROUGH INNOVATIVE BUILDING TECHNIQUES AND TECHNOLOGY.

The second sentence of section 244 of the Cranston-Gonzalez National Affordable Housing Act (42 U.S.C. 12784) is amended by inserting before the period at the end the following: ", through the use of cost-saving innovative building technology and construction techniques".

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Wider Opportunities for Women, Inc.

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WOMEN IN HOMEBUILDING PROVISION FACTSHEET

Housing and Community Development Act of 1992

The Law: Eligible Activities

The Housing and Community Development Act (P.L. 102-550)* includes a Women in Homebuilding provision that authorizes funding for technical assistance to businesses, unions, and other organizations involved in the construction or rehabilitation of housing in low-and moderate-income areas to assist women residing in those areas to obtain homebuilding jobs and apprenticeships. Priority for this technical assistance will be given to organizations that are rehabilitating single- or multi-family housing owned or controlled by the Department of Housing and Urban Development and that have women members in nontraditional occupations (NTOs). The U.S. Department of Labor defines NTOs as jobs in which women make up less than 25 percent of the total number of workers in that occupation. Potential activities under the Women in Homebuilding provision include the following:

- creating apprenticeship training programs or helping women to access existing nontraditional training programs;
- recruiting women to participate in these programs;
- providing supportive services for women at job sites;
- educating businesses on how to reduce the hostility of the work environment for women in nontraditional jobs;
- providing information to women on how to establish small housing construction and rehabilitation businesses; and
- providing materials and tools for training women in nontraditional occupations (not to exceed 10 percent of any assistance provided for women in homebuilding activities).

The Women in Homebuilding provision falls under the HOME Investment Partnerships Title, Section 233 (Community Housing Partnership Activities) of the National Affordable Housing Act. This section is authorized for $14 million in Fiscal Year 1994. There is no legislated limit on the amount of funding to be allocated to any one community housing partnership activity. Please note that this legislation is currently moving through the appropriations process, and it is possible that it will not be fully funded. There are six other eligible activities under this section: assistance to community housing development organizations (CHDOs) to cover operating and other expenses; programs for educating, counseling, or organizing eligible homeowners and tenants; managing and conserving properties under the HOME title; increasing the investment of private capital in housing for very low-income families; establishment of privately owned, local community development banks and credit unions to finance affordable housing; and organizational support, education and training for community land trusts.

* The Housing and Community Development Act reauthorizes the Cranston-Gonzalez National Affordable Housing Act (P.L. 101-625).

History of Community Housing Partnership Activities Funding

Prior to the Women in Homebuilding provision, community housing development organizations have been the sole end recipient of the Community Housing Partnership Activities pass-through funds, training, and technical assistance. A community housing development organization is defined as a nonprofit organization that has among its purposes the provision of affordable housing, maintains accountability to low-income community residents through representation on its board and participation in decision-making, has a demonstrated capacity for carrying out activities assisted by the National Affordable Housing Act, and has a history of serving the local community receiving assistance through the Act. *The Women in Homebuilding provision changes this*: Employers, unions, and other organizations involved in the construction and rehabilitation of housing (in low- and moderate-income areas) can now receive technical assistance with these monies, but only for NTO activities. CHDOs are also eligible to receive technical assistance under the Women in Homebuilding provision.

The technical assistance providers for Community Housing Partnership Activities are nonprofit intermediary organizations experienced in providing services related to affordable housing or neighborhood revitalization, and with experience providing a range of technical assistance (such as financing, property management assistance, and training) to CHDOs or similar organizations that engage in community revitalization. In addition to providing technical assistance, these intermediaries also do training and provide pass-through funds with Community Housing Partnership Activities funding. According to the law, nonprofit intermediary organizations that intend to provide technical assistance for women in homebuilding activities must also be a community-based organization or public housing agency with experience preparing or training women for apprenticeships or other nontraditional occupations. HUD has indicated that community-based organizations and public housing agencies may apply to be nonprofit intermediaries jointly. Public housing agencies are defined as any state, county, municipality, or other government entity or public body (or agency or instrumentality thereof) that is authorized to engage in or assist in the development or operation of low-income housing.

Opportunities for Community-Based Women's Organizations with NTO Experience

Becoming a Technical Assistance Provider

One strategy for community-based women's organizations is to provide technical assistance under the Women in Homebuilding provision. To do this, they must meet the following criteria:

1) have experience preparing or training women for apprenticeships or other nontraditional occupations; and

2) have experience in providing services related to affordable housing and in providing technical assistance to CHDOs,
or
partner with another nonprofit organization that has housing experience.

Another strategy for women's organizations with NTO experience that want to be technical assistance providers is to market themselves as subcontractors to the nonprofit intermediaries selected by HUD. (They will be announced by December 1993 or January 1994.) HUD has indicated to WOW that nonprofit intermediaries can subcontract with women's NTO organizations to provide technical assistance for women in homebuilding activities.

Receiving Technical Assistance

Women's organizations that are also CHDOs can receive technical assistance and resources on NTO training through the nonprofit intermediaries, for example, tools for training women in nontraditional occupations. Note that priority for receiving technical assistance is given to organizations that have women members in NTOs.

Implementation

Process for Becoming a Nonprofit Intermediary

HUD issues a Notice of Funding Availability (NOFA) for nonprofit intermediary contracts in the *Federal Register* to which nonprofit organizations may respond with a Request for Cooperative Agreement Application (RFCCA). The RFCCA describes the nonprofit organization's experience providing technical assistance and other services related to affordable housing, how the nonprofit will determine and address the technical assistance needs of CHDOs, the types of technical assistance to be provided, and how the assistance will help CHDOs expand their capacity to develop affordable housing beyond the period of the cooperative agreement. HUD has not finalized how it will modify the NOFA to incorporate the Women in Homebuilding provision. HUD cannot divulge the details of the NOFA before it is finalized, but has indicated to WOW that the NOFA can still be changed. HUD plans to release the next NOFA for technical assistance activities, including women in homebuilding activities, near the beginning of the fiscal year (October 1993), with an approximate 45-day response time. Awards will be made in December 1993 or January 1994. During FY 92, contracts were awarded to 28 nonprofit intermediaries, and 122 applications were made. Two intermediaries provided services nationwide; seven provided services on a multi-state basis; and 19 provided services on a single-state basis.

How Technical Assistance Requests are Filled

Technical assistance is delivered by a "demand and response system" whereby HUD distributes the list of funded nonprofit intermediaries, their areas of expertise, and their geographic service areas. While some of the intermediaries receiving awards provide technical assistance nationwide or on a multi-state basis, 40 percent of awarded funds are reserved for organizations primarily serving one state. CHDOs in the HOME program submit requests for technical assistance to a nonprofit intermediary. Should a CHDO need technical assistance that the nonprofit intermediary is unable to provide, it will be referred to another intermediary that has this area of expertise. Additionally, the intermediary is permitted to subcontract with an organization that has the expertise needed. If the intermediary lacks the funds to subcontract, the CHDO may request that the state or local government agency participating in the HOME program spend some of its HOME monies on the needed technical assistance; up to 20 percent of the participating jurisdiction's HOME set-aside funding for CHDOs can be used for activities including capacity building, which Women in Homebuilding activities could probably qualify as.

Monitoring

Once a nonprofit intermediary receives a technical assistance request, it assesses the technical assistance needs of the CHDO and prepares an assessment report and a Technical Plan for Assistance (TPA), which outlines the intermediary's recommendation on how technical assistance should be delivered. The TPA is submitted for approval to the nonprofit intermediary's Government Technical Representative (GTR) in the Office of Affordable Housing. Once the TPA is approved and the nonprofit intermediary is providing the requested technical assistance, the nonprofit intermediary must also prepare and submit evaluations of the technical assistance provided to its GTR.

Advocacy Strategies

At the National Level

Nationally, advocates need to impress upon HUD the importance of the Women in Homebuilding provision and request that the Notice of Funding Availability (contracting process) include significant additional points for nonprofit intermediaries that have experience training women for NTOs or that are partnering with a women's organization with this experience. Dick Burk, Program Operations Division Director for HUD's Office of Affordable Housing Programs, is responsible for issuing the NOFA. He can be reached by writing to 451 Seventh Street, SW, Room 7168, Washington, DC 20410 or by calling (202) 708-1367.

At the Local Level

Nonprofit intermediaries market their services to CHDOs. Since nonprofit intermediaries have not provided technical assistance on NTO activities in the past, it is unlikely that they will proactively offer services in this area without advocacy from women's organizations. Remember, the Women in Homebuilding provision is one of seven allowable activities. Advocates may want to meet with nonprofit intermediaries to educate them about the Women in Homebuilding provision and help them to see why it is important and how it could be in their interest to provide services in this area.

Technical assistance is provided when CHDOs request it. Women's advocates similarly may want to meet with CHDO staff to educate them about the Women in Homebuilding provision, of which they may be unaware, and to impress upon them the importance of receiving the technical assistance allowed under the Women in Homebuilding provision. CHDOs are committed to communities and should be responsive to success stories of poor women trained to work in construction who have become economically self-sufficient. To determine the CHDOs eligible to receive technical assistance, call the HOME Coordinator in your HOME jurisdiction. You should be able to obtain their number through the HUD office in Washington, DC.

At this time, HUD has not decided whether employers or unions (constructing or rehabilitating low-income housing) will be able to request technical assistance from the nonprofit intermediaries under the Women in Homebuilding provision. As mentioned earlier, employers and unions have never before been the end recipient of the nonprofit intermediaries' services.

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